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Directed Self Survey

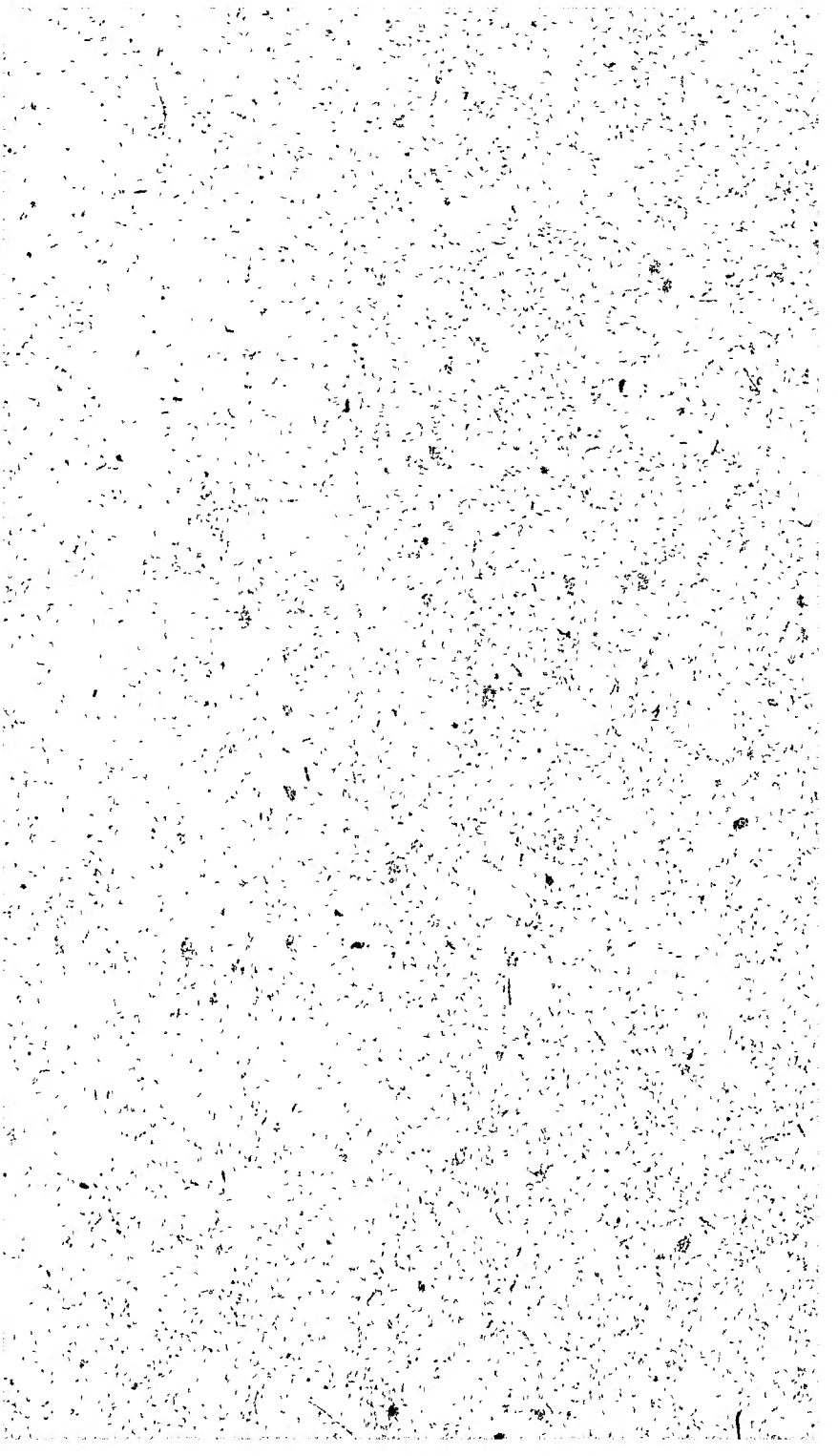
WINNIPEG PUBLIC SCHOOLS



COMMITTEE ON FIELD SERVICES

DEPARTMENT OF EDUCATION, UNIVERSITY OF CHICAGO

SEPTEMBER, 1948

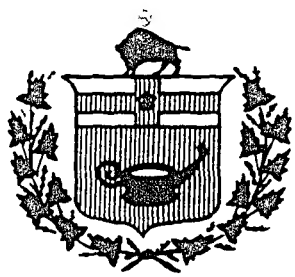


REPORT

of the

Directed Self Survey

WINNIPEG PUBLIC SCHOOLS



COMMITTEE ON FIELD SERVICES

DEPARTMENT OF EDUCATION, UNIVERSITY OF CHICAGO

SEPTEMBER, 1948

WINNIPEG PUBLIC SCHOOL BOARD, 1948

Ward One	Ward Two
Campbell Haig, B.A., LL.B.	Peter C. Jessiman
G. P. Macleod, K.C., LL.B.	A. N. Robertson
Mrs. D. A. P. McKay, B.A.	Adam Beck
W. S. McEwen, K.C., LL.B.	Rev. P. M. Petursson, PH.B., B.I
S. B. Laing, B.A., C.A.	Mrs. Margaret Chunn

Ward Three

Peter Taraska
David Orlikow
M. Averbach, B.A.
A. Zaharychuk, B.A.
Joseph Zuken, LL.B.

Chairman: G. P. Macleod, K.C., LL.B.
Vice-Chairman: Mrs. D. A. P. McKay, B.A.

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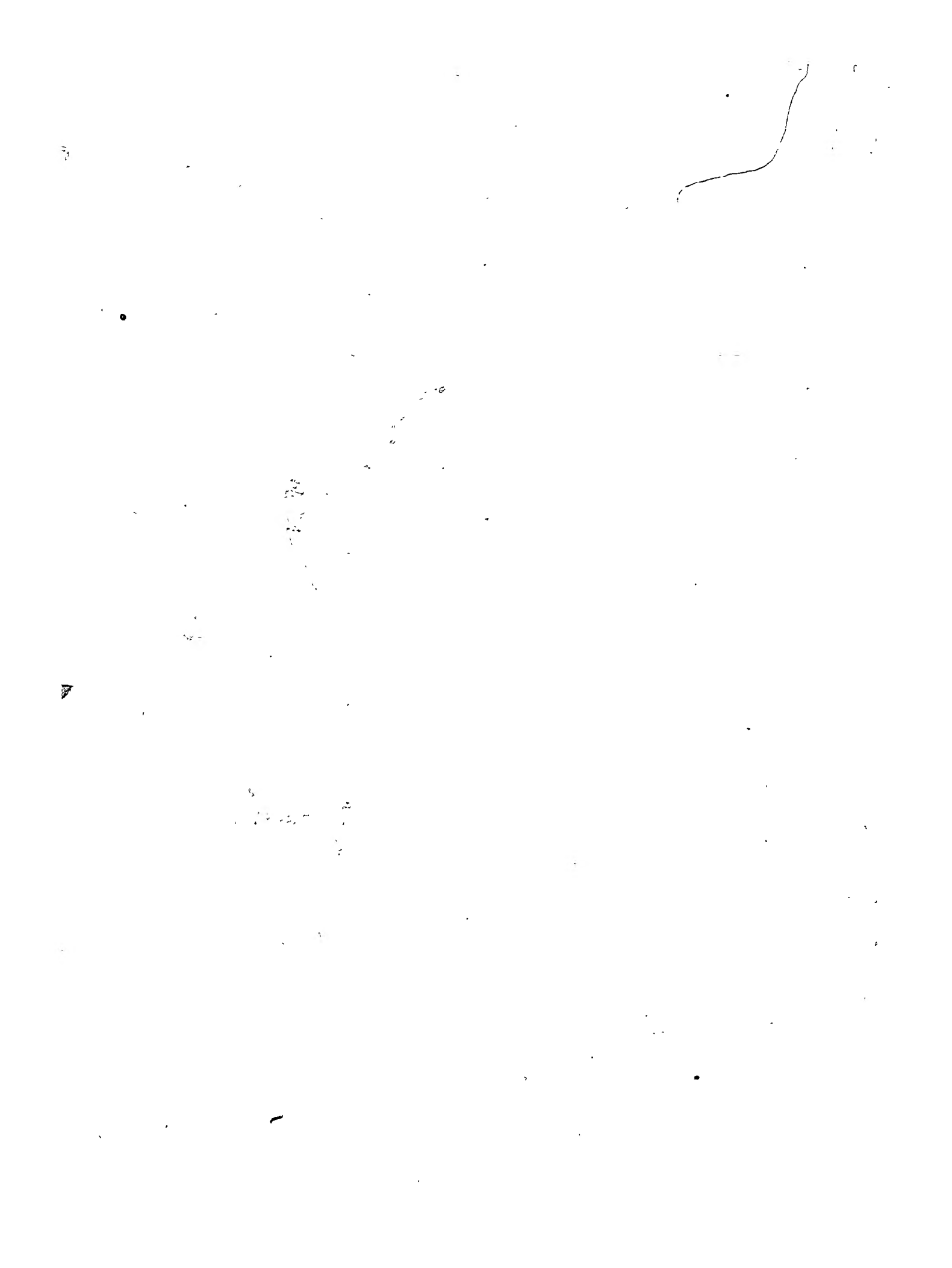
ADMINISTRATIVE STAFF

Superintendent	J. C. Pincock, M.A., LL.D.
Assistant Superintendents	Herbert McIntosh, M.A.
	E. H. Morgan, M.A.
Secretary-Treasurer	F. A. Allden
Assistant Secretary-Treasurer	H. J. Benningen, C.G.A.
Commissioner of Buildings	W. A. Martin, M.R.A.I.C.
Commissioner of Supplies	L. D. Rankin
Chief Operating Engineer	J. B. Steele, F.R.S.A.
Solicitor	J. K. Morton, K.C.

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During the year 1947, when the survey was begun, Mr. A. H. Fisher, C.A. in Ward One, and Mr. H. A. Chappell in Ward Two were members of the Board. They retired in December, 1947, and were replaced by Mr. Laing and Mrs. Chunn, respectively.

WINNIPEG, CANADA



June 23, 1948

To the Citizens of Winnipeg:

The Board of School Trustees of the School District of Winnipeg No. I takes pleasure in presenting this report of a survey of the Winnipeg Schools conducted by a team of educationists from the University of Chicago. In directing that this survey be made, your School Board had in mind the many serious problems confronting them at the present time. These problems have to do not only with the provision of accommodation and equipment to meet the expansion of the school system which must result from increasing school population, but also with the changes in organization, administration, and the instructional program which may be necessary in order that the schools may be more fully adapted to the needs of education in our modern society. For these reasons it was felt that it would be well to have outside expert opinion as to the effectiveness of the schools, and in particular to have the advice of experienced educators in making plans for the future. It is hoped that the survey report will provide an educational pattern which will serve as a guide to the Board and its staff in framing and implementing future school policy.

The Board is particularly interested in the type of survey which has been conducted by the Director, Dr. Reavis, and his colleagues. The fact that this is a directed self-survey in which committees of teachers and other employees, as well as private citizens have made the various studies in association with the consulting experts, has made the year a period of real education to the entire staff. The resulting understanding by the staff of the needs of the schools and of the reasons behind the various recommendations made, is the best guarantee of implementation of these recommendations.

The Board appreciates fully the thoroughness with which the survey team has carried out its assignment and is gratified with the fine spirit of co-operation shown by teachers and other members of the staff who have worked so long and faithfully on the several committees.

It is hoped that this report will be an important contribution to the literature of Canadian Education and will be of value to city school systems throughout the Dominion who are facing problems similar to those of Winnipeg.

The Members of the Board are grateful for the opportunity which they have had of associating over a full period of a school year with Dr. Reavis and the other members of the survey staff.

George D. Macleod

Chairman of the School Board



June 23, 1948

To the Chairman and Members of the Board of School Trustees,
School District of Winnipeg No. I.

Ladies and Gentlemen:

In its efforts to meet the educational needs of its young people, Winnipeg like other cities on this continent is confronted with many problems. Pupils leaving school today are going out into a world which is very different from that which was entered by their parents and grandparents when they left school. Conditions in society in recent years have been changing in such a way as to make increasing demands on young people. The schools must adapt their curriculum and methods of instruction to meet these changes. They cannot follow an unchanged educational pattern and still be good schools.

The ways of life have changed. There has been an increasing concentration of population in large urban centres; the personal responsible human relations possible in small centres have given place to the more impersonal and less responsible life of a modern city; the home and immediate community have changed, losing many of their functions and passing them on to the schools Improvements in transportation and inter-communication have made the population more mobile and have brought us into closer touch, not only with other centres of population in Canada, but with people and races of widely differing cultures and ways of living. This has made us conscious of our interdependence upon and of the need for co-operation with each other.

Owing to the need of better and longer preparation for life, recognized by both parents and young people, the time spent in school is being greatly prolonged. Whereas, formerly, only the selected few continued through high school, now, practically all students remain in school to the age of sixteen years and an increasing number until seventeen and eighteen or even older. This has produced a more heterogeneous school population in the senior grades demanding varied courses of study and individualized instruction to meet the widely differing needs and abilities of individual pupils.

There has been a shifting of emphasis from the traditional objectives of education which were concerned mainly with the mastering of subject matter, to a broader conception which includes in addition such objectives as health, worthy home membership, vocations, civic responsibility, worthy use of leisure time, and ethical character. Teachers need guidance in the interpretation of a curriculum which sets forth such objectives, and in its adaptation to meet the needs of the pupils.

Material needs of the school system are not inconsiderable. Many of the buildings and much of the equipment are obsolete and do not serve a modern educational program for school and community as well as they should. Then too, the largely increased birth rates of recent years coupled with the establishment of many new homes in hitherto unoccupied portions of the City,

necessitate the planning of a program for the selection of sites and building of new schools, which the Board has already undertaken.

In facing problems of such magnitude it was the part of wisdom for the Board to seek advice from trained and experienced educators in order that pla plans for the future may be made with the best possible knowledge of good educational practice. It is not expected that all the recommendations made in this report can be implemented immediately. The Board will have, however, a pattern approved by skilled school administrators which will serve as a guide for future policy and action.

With the team headed by Dr. Reavis, which has come to us from the University of Chicago, we have had pleasant associations for almost a year. They have been welcomed to our city school system, not only because of their expert knowledge of schools and of the confidence that we have in their ability to guide us, but also because of the most considerate manner in which they have praised our excellences and pointed out our defects. To administrative officers and to the entire staff the experience of working with the team has been most stimulating and helpful.

J. L. Pincock

Superintendent of Schools

FOREWORD

The Survey Report herewith submitted is the result of a year's co-opera study and investigation of conditions and practices in the schools of Winnip Local survey committees were organized in October, 1947, to identify needs a to submit findings on the basis of extensive study of the areas selected for consideration. Every member of the employed personnel—administrators, teac clerical employees—either directly or indirectly through representatives, w invited to express their views of the problems and needs of the schools.

Planning meetings were held in October with the committees to determine nature and extent of each particular committee investigation. Numerous subc mittees were appointed to study intensively particular aspects of the areas chosen for inquiry. The work of the committees was carried on throughout th year under the leadership of committee chairmen and the personal direction o chairman of the survey staff, who returned to Winnipeg in January, 1948, for weeks of conferences with the committees regarding the progress of their inv gations and findings and for giving final directions regarding the completio of their reports.

Many thousands of pages were submitted by mail to the members of the sur staff for criticisms and for further directions before the staff returned to Winnipeg in April, 1948, for final conference with the committees regarding t findings to be submitted in the final committee reports. These reports const tuted the basis of the findings and recommendations presented in this volume the members of the survey staff.

The names of the committee and subcommittee chairmen and members are giv in the Appendix of this volume. Their reports either abridged or complete ar published in mimeographed form in Volumes II and III for circulation through school offices and public libraries. The findings of these committees consti tute in the judgment of the survey staff an epochal contribution in directed self-survey and appraisal of a local school system by the school employees of that system. Indeed, the survey staff knows of no other directed study by th personnel of a school system anywhere which compares with this self-survey in magnitude, quality, and specific character of findings. Credit for these results is due to the expressed desire of the School Board and its executive officers to have a survey uninfluenced by the vested interest or personal prerogatives of any one and to the faithful and painstaking efforts of its employed personnel.

The survey staff gratefully acknowledges the wholehearted co-operation of the School Board, its executive officers, and its employed personnel throughout the period of the investigation. For this and for the courteous and friendly attitude manifested by everyone toward the members of the survey staf the chairman and his colleagues of the survey team desire to record their deep appreciation and thanks.

William C. Reavis

Chairman, Committee on Field Services
Department of Education, University of Chicago

THE SURVEY STAFF

William C. Reavis, Chairman of Survey Staff, Professor Emeritus of Education and Chairman of Committee on Appointments and Field Services, Department of Education, University of Chicago

Ralph W. Tyler, Dean of Division of Social Sciences and Examiner, Professor of Education and formerly Chairman of Department of Education, University of Chicago

William S. Gray, Professor of Education, University of Chicago

Robert C. Woellner, Associate Professor of Education, Assistant Dean of Students in Charge of Testing, and Executive Secretary of the Board of Vocational Guidance and Placement, University of Chicago

Dan H. Cooper, Assistant Professor of Education, University of Chicago

Bertrand L. Smith, Superintendent of Schools, Oak Park, Illinois

Robert White, Dean of School of Education, Kent State University, Kent, Ohio

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PART I

ORGANIZATION AND ADMINISTRATION

CHAPTER I

THE BOARD OF TRUSTEES

Introduction

The schools of Winnipeg are administered by a board of fifteen trustees. This board is the local authority for the organization and administration of schools in the district. The powers of the board are set forth in the Public Schools Act and its amendments* in which the control of public schools is delegated very largely to a central authority, the Minister of Education. Within this statutory framework the trustees of Winnipeg School District No. 1 still have great responsibility for their local schools.

In this study of the exercise of responsibility over the schools of Winnipeg by the Board of Trustees recommendations are offered for the consideration of the board and the citizens of the district with the view of improving the local administration of schools. The survey staff in proposing modifications in present practices is not attempting to impose the American system. True enough, the background of the staff is that of many years of experience in local administration of public schools in the United States. A summary of current American practices is reported merely for comparative purposes. The staff undertakes to evaluate only local administrative practices in Winnipeg in light of the effectiveness or ineffectiveness of the board's functioning.

SUMMARY OF CURRENT SCHOOL-BOARD PRACTICES IN AMERICAN CITIES OF 100,000 POPULATION AND OVER

1. Method of selecting board members:
   elected—78%; appointed—22%

2. Types of election:
   special election—28%; combined with regular elections—65%;
   alternately separate and combined—7%

3. Area from which board members are chosen:
   district at large—89%; wards—10%; both—1%

4. Length of term of board members:
   four years—38%; six years—32%; three years—19%;
   five years—6%; two years—4%; more than six years—1%

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*R. S. M. 1940, C. 175 with amendments thereto.

5. Interval between school-board elections:
   every two years—64%; every year—29%; every four years—4%; every three years—3%

6. Party selection of board members:
   nonpartisan—79%; bipartisan—11%; partisan—10%

7. Compensation of board members:
   none—81%; some compensation—19%

8. Nominating procedure for members:
   petition—60%; individual announcement—18%; primary election—16%; other procedures—6%

9. Size of board:
   average members—7.3; mode—7; range—5 to 15

10. Secretaryship of board:
    special employee of board—77%; member of board—15%; superintendent of schools—8%

11. Use of standing committees:
    one or more—52%; none—48%

12. Percentage of boards using special committees to study and report—58

13. Number of regular board meetings held last year:
    average—21; mode—12

14. Number of special meetings called last year:
    average—6.6; mode—2

15. Time of board meetings:
    evening—57%; afternoon—39%; forenoon—3%; both morning and afternoon—1%

16. Median length of board meetings—2.2 hours

17. Per cent of boards that meet for dinner or luncheon:
    never—49%; occasionally—45%; regularly—6%

18. Nature of board meetings:
    open—64%; some open—others closed—36%

19. Attendance of staff members at all board meetings:
    superintendent—100%; one or more other members—89%

20. General quality of board members:
    above average—75%; average—18%; below average—7%

21. Sex of board members:
men—82%; women—18%

22. Educational status of board members:
college graduates—63%; graduated from high school but not from college—29%; schooling ended before high-school graduation—8%

23. Occupations of members:
professionals—37%; proprietors and executives—33%; housewives—11%; technical and supervisory workers—5% clerical workers—4%; craftsmen and skilled workmen—3% unskilled laborers—1%; others—6%

24. Age of board members:
median—52.2; 50 to 59—39%; 40 to 49—34%; 60 to 69—15%; 30 to 39—7%; above 70—5%

25. Board members having members of family in school:
at present—47%; in past—33%; none at any time—20%

26. Length of service of present members:
median years—6.8; 2 to 9 years—55%; 10 to 19 years—24%; less than 2 years—17%; 20 years or more—4%

Inquiry to School Trustees

In Part II of the Survey Report will be found the list of 222 questions submitted to the school trustees in order to secure the personal background of opinion which is likely to affect their actions as board members. Twelve of the fifteen board members answered the questions. The summary of their answers is reported with the questions. No attempt was made to single out for consideration the views of individual members. For this reason they were requested not to sign their reports. The twelve members who answered the questions undertook the task seriously. This is shown by the carefulness and frankness of their replies to the inquiry. The summary of replies provides data of great value in the study of the local control of schools in Winnipeg.

Because of the great responsibility delegated to school trustees for the management of local schools, the people of the district should choose board members who have the foresight and training necessary to enable them:

(1) To understand the objectives of the school;

(2) To formulate policies which will facilitate the attainment of the objectives;

(3) To select a competent Superintendent of Schools to serve as their chief professional executive; and

(4) To evaluate the results obtained by the superintendent and their other executives.

Since the survey staff does not undertake to evaluate the personal qualifications of board members, it was assumed that each member who responded to the inquiry had examined himself before becoming a candidate for board membership and was able to answer each of the following six questions in the affirmative:

(1) Have I been successful in my vocation?

(2) Do I have a reputation for good judgment, honesty, fairness, and cooperation?

(3) Have I demonstrated unquestioned evidence of public spirit?

(4) Do I possess good moral character?

(5) Do I possess a deep desire for the advancement of education in my community?

(6) Do I willingly inform myself about school-board work and willingly give the time needed for it?

Selection of School Trustees

In an incorporated area any resident elector may be a candidate for nomination and election as a school trustee provided he is a British subject by birth or naturalization; can read, write, and understand the provisions of the Education Act; is twenty-one years of age; and is not otherwise disqualified. The law thus places the responsibility on the voters of the school district for determining the particular qualifications of board members for their fitness to render the services to the schools which membership on the board requires.

1. In light of the facts that the legal qualifications for board membership are not high and that the selection by wards increases the hazard of securing unsatisfactory board members, it is recommended that the civic leaders in Winnipeg consider the possibility of effecting changes in the future in the practices of safeguarding the selection of board members both through legal and extralegal means.

Any district which desires to reduce the hazard of having poorly qualified electors nominated and elected to membership can set up without legal change a screening committee to pass on the fitness of aspirants to board membership and to interest persons with superior qualifications in becoming candidates. This practice has been tried successfully in a number of urban districts in the United States which have experienced bad effects for the schools through the election of citizens to board membership whose motives were unworthy.

The screening committee is usually set up by civic organizations interested in the highest welfare of the schools. The committee operates according to a constitution and by-laws adopted by the representatives of the organizations which undertake to serve the schools through active participation in the nomination and election of well-qualified board members. Its primary purpose is to make the electors of the district keenly aware of the qualifications needed by candidates for service as members of the board.

Election by Wards

The method of selecting school-board members by wards has proved very unsatisfactory in the United States. In the first place, the boundaries of cities and school districts do not remain coterminous as they usually were when cities were small. In the second place, board members selected by this method tended to consider themselves representatives of the constituents of their own wards rather than of the entire city. Furthermore, as in the case of aldermen, board members inherited the tradition which caused them to feel a greater responsibility for schools and school activities in their respective wards and to measure their values as board members by the advantages secured for their own wards.

Since the schools and their problems are city-wide in scope, the value of a board member is determined by his ability to think in terms of the needs of the children of the school system as a whole instead of those merely of the ward he represents. Lack of unity of purpose on the part of board members and disparities in the quality of the schools of a system have been characteristic of urban school systems in the United States where the ward method of selecting board members has prevailed. Direct responsibility for the schools of a system has been shown to be realized best when the members of school boards are elected at large by the electors of the school districts.

Inasmuch as the Winnipeg Board is selected on a political basis, it might seem natural that the responsibility of members would be defined chiefly in terms of loyalty and concern for their respective wards. However, despite the manner in which the members of the board are selected, once in office their duty is to all children and to the community at large. The broad vision and foresight that are a requisite of board membership should unite in policy formation for the entire community and should not be employed to further narrow, overly-specific needs of one area as opposed to another. Where so employed the result is a satlemate and the common good is obscured in the battle for isolated advantages. The board as a body should serve the needs of the district, and its administrative activities should be directed toward that end.

One urban district in Manitoba, namely, Brandon, has been permitted to employ the method of selecting its board members from the district at large. The legislature could amend the Public Schools Act to make similar provision for Winnipeg.

2. The survey staff therefore recommends that civic organizations explore the question of the best method of selecting board members, and when

convinced of the merits of the recommendation implore the legislature to amend the Public Schools Act like that authorized for Brandon.

This recommendation is supported by evidence in the replies of the board members to the inquiry submitted for their consideration.

Term of Office of Board Members

A term of office of only two years is insufficient for board members to get acquainted fully with their problems and their responsibilities. This has been demonstrated in the United States where the short term has been gradually abandoned in favor of a longer term—preferably four or six years. Evidence also supports the need for a longer term of office for board members in Winnipeg. A study of the term of office of board members between 1871 and 1947 shows that of the 184 persons who had served on the board, 71, or 37.5 per cent, served only one term of two years or less. Furthermore, 31 served only two terms and 13, only one and a half terms or three years. A total of 115 members, or a little over 60 per cent, served as board members only four years or less. This may have been overlooked by citizens in light of the long service on the board rendered by other members. Four members served over 15 years; 21, served between 9 and 15 years; 8, served 8 years; 11, served 7 years; 15, served 6 years; and 11, served 5 years.

No school trustee is of much worth as a board member until he acquires an understanding of his responsibilities and fully informs himself regarding the needs and problems of the school system he undertakes to serve. The first year or two of membership should be regarded as years of learning. During this period he comes to know his associates on the board and the executive officers whose recommendations he is expected to evaluate. If the member is anxious to serve the highest interests of the schools and is a serious student of the problems and policies of the board, his worth to the school system should increase with service or at least until he begins to rely too greatly on past experience and on opinions previously formed. The danger of unworthy service is not so great in a long term as in a short term of office.

3. The staff believes and it strongly recommends that the board itself seek the amendment of the Public Schools Act to provide at least a three-year term of office for board members.

Size of the Board

School authorities in educational administration very generally favor a board of seven to nine members for a city the size of Winnipeg. Large boards, that is, boards of twelve to fifteen members or more, are cumbersome in operation and wasteful of time. The meetings of large boards are generally longer and discussions are more diffused than those conducted by small boards. There is no special virtue in mere size. It is the functioning which counts. A moderate-size board is usually more selective in its personnel and more efficient in operation.

4. The survey staff recommends that an effort be made by the electors to secure an amendment to the Public Schools Act to provide for a board of nine members, three to be elected each year for a term of three years and from the district at large as previously proposed, instead of from wards. In case the district should continue to choose its electors by wards it would certainly be more efficiently represented by three members for a term of three years each than by five members as at present with a term of two years.

Use of Standing Committees

Large boards are more inclined than moderate-size or small boards to resort to the use of standing committees in the transaction of business. This method is characteristic of large bodies, as the Federal Congress of the United States and the legislative sessions of general assemblies of the individual states. The objections generally raised against the transaction of board business through standing committees are: (1) that standing committees tend to exercise executive functions; (2) that committee policy tends to become board policy without adequate consideration by the board and thorough understanding of non-committee members; (3) that committee chairmen often tend to regard themselves as possessing ministerial powers which they not infrequently discharge without the consent and concurrence of other members; and (4) that the committee organization constitutes a potential source for pernicious influence in school administration. It is far better that boards of education work as a unified body except, perhaps, in the case of problems which warrant extensive investigation by special committees before consideration by the whole board.

To a specialist in administration looking on from the outside the committee organization appears cumbersome and archaic. With capable executive officers to carry out the policies of the board, it appears that the board members make an unwise use of their time when they parcel out the business of the board to standing committees which virtually amount to sub-boards, the members of which tend to become specialists in their particular areas. As a result, they usually give so much time to their special interests that they neglect to inform themselves regarding other areas.

The practice is wasteful of the time of executive officers who must often repeat before the entire board what they have already reported to the several standing committees. A good business organization would formulate its policies, define the responsibilities for the execution of the policies, and then as a board consider the reports and recommendations submitted by its executive officers. Not only would an enormous saving in the time of board members be effected by the procedure indicated, but every member of the board would be better informed regarding all the work of the schools.

It is the studied opinion of the survey committee that the board is pursuing a less efficient manner of functioning by maintaining standing committees. It is generally accepted in educational administration that a more effective means of conducting its business is for the board to transact business through executive officers and for the board to reach its conclusions as a body and not on recommendations of standing committees. This opinion is

supported by the responses of the board members to the inquiry. The responses reveal that nearly half the board members are less concerned with the problems, policies, and the philosophy of education than with more routine business matters. While the latter is important, it is a function of the board to establish the long-range objectives of education for Winnipeg and therefore it is essential that the members study and discuss the basic factors in education which apply to the educational program for the children of the community.

5. It is recommended that the board study its methods of transacting business with the view of adopting the plan of working through its executive officers. This will necessitate greater attention to the formulation of policies and the evaluation of the recommendation of executive officers in relation to adopted policies. The adoption of the plan should result in the elimination of waste in effort on the part of both board members and executive officers and in the more efficient transaction of board business.

Salary of Board Members

The practice of compensating board members for service has been on the wane in the United States for many years. Only one-fifth of the cities of 100,000 population and over provide compensation for school-board service.

The argument in favor of compensation is that members are put to considerable out-of-pocket expense in connection with attendance at board meetings and in fulfilling their responsibilities as members. It is therefore considered reasonable and fair that the pay provided be regarded merely as a small honorarium for service or as reimbursement for out-of-pocket expenses.

Those who oppose the payment of salaries to board members think there is danger that members may feel inclined to try to earn their salaries by attempting to do the detailed work that the board pays its trained executives to do. This would result in a conflict of authority and plans for the administration of the schools. The rewards inherent in school-board service should be the satisfaction of having rendered a worthy service to the community and of helping to decide important questions. The honor and prestige that come from sharing a responsibility for the greatest and most important public institution—the public school—is considered a greater reward than monetary compensation.

6. The survey staff strongly advocates the principle that school-board membership should be regarded by citizens as an opportunity for unique civic service. This ideal should not be cheapened by providing a salary which might lead politically-minded citizens to seek and use the office as a stepping-stone to political advancement. For this reason the compensation of board members should be kept small, that is, based on necessary expenses. The present compensation of $600 per year should certainly not be increased. Indeed the board might demonstrate its high conception of service by appointing a special committee to study the cost incurred in serving on the board (omitting election expenses) and by adjusting compensation in line with the committee findings.

Issues Raised by Divergent Views of Board Members Expressed in the Inquiry

Attendance of executive officers at board meetings.—The board members were divided in their opinions as to the propriety or desirability of discussing school problems in the absence of the executive officers. Since the executive officers must function as agents for the implementation of the policies established by the board, it would be a great waste of professional knowledge and skill not to consult with them in the formulation of the policies. A lay board is not expected to know the technicalities of education. Without the technical assistance of executive officers the board would be forced to adopt trial and error measures, which could be eliminated if professional advice were sought before the administration is committed to a policy. Best results are obtained when lay members of the board and professional members of the staff act in close co-operation.

7. It is recommended that this harmonious relationship be sought in all matters and that executive officers be invited to attend all meetings of the board with the exception of sessions that are limited to the consideration of salary, appointment, and retention of these officers.

Relation of school and community.—The response to the questions concerning the understanding that the public has of school aims and the measures used by the school to cultivate school-community relations indicates that some of the board members feel that this area is in need of study and improvement. Only the long established means of public enlightenment, such as the P.-T.A., use of the school buildings by adults, pupil report cards, and school publications, are recognized by the board as a whole as contributing to solving the problem of lack of awareness by the community of school aims and needs. The heavy response of negative answers concerning adequate public relations and community understanding requires the immediate attention of the board and administrative officers.

The school and the community should enjoy the closest relationship through serving as interacting agencies of mutual benefit one to the other. The school is supported by the community and is obligated to keep the community informed of its purposes and its achievements. This should be of vital interest to the school, because an informed community usually stands ready to give the school the help it needs along the various lines of its endeavors. The community offers opportunity to the school for the enrichment of its program and can serve as a source for vitalizing the educational process, provided the school is fully aware of, and takes advantage of, the community resources.

8. The need for a definite policy with respect to school and community relations is apparent. This is recommended for early formulation by the superintendent and the board.

The instructional program.—In answer to the questions concerning the instructional program, some members indicated a desire to limit the curriculum to the three R's without regard to the many complex aspects of modern living. However, it was noted that in the various phrasings of that problem some

questions received less opposition than others. This may be interpreted in the hopeful light that the basic idea of making the school serve the citizens of today and tomorrow in a helpful way is really supported by all members.

9. It is important that the board define its position with regard to this problem so that all members may have a clear understanding of the functions of the school in the complex society of today.

The school budget.—Three issues of budget administration revealed a divided opinion among board members. The availability of the budget for inspection and study by interested persons, the relationship between expenditures and anticipated revenue, and the transfer of funds within the budget were subjects regarding which disagreement was expressed. Inasmuch as these questions were factual in nature, it would be expected that all answers would be "Yes" or "No."

10. It may be concluded from the disagreement reported that some of the board members need to be better informed as to the budget procedures actually in use by the administration. Reading material on budget making and budget practices should be provided for any board members who desire to broaden their understanding of such matters.

Employment of married women as teachers.—On the question of permanent employment for married women the board was nearly equally divided. It is accepted administrative practice today that if married women are to be employed, they should be given comparable status and remuneration with other teachers. Most of the common arguments advanced against the employment of the qualified married woman are untenable, and with the dearth of teaching talent today, it is highly desirable to hire properly qualified women, regardless of marital status.

11. Reconsideration of board policy is recommended.

New functions of the school.—A considerable difference of opinion was expressed regarding newer and broader functions of the school. For instance, the board members are divided in their opinions as to the extent of services that the school should provide for the best development of young children. Kindergartens for five-year-olds are supported by all the members, but nurseries for younger children and education of mothers in child care are accepted by only 50 per cent of the members. The demands of modern society upon the school today far exceed those of twenty-five or fifty years ago. Increased knowledge of the child and his development support the view that it is never too early to begin his education and to care for his needs. The modern trend toward smaller families, working mothers, and urbanization indicate that society must provide solutions for the problems that these conditions create. The modern school must provide some of the experiences that the home used to give a child through brothers, sisters, and the watchful, ever-attendant mother. Today, the working mother must learn in her spare time much needed information in order that she may make the few hours she has with the children fruitful ones.

The negative response recorded against the provision of services by the school for malnourished and delinquent children may indicate a somewhat narrow

view of the role of the school in modern society. This position can be defended only when other agencies in the community meet the needs of these children. Otherwise, the board must seriously consider what measures can be taken by the school to alleviate the conditions that so materially separate some children from others in their ability to profit from the benefits of education.

The extent to which the schools should serve the various age-groups of the community is an important problem of the board. Adult education can be publicly supported and directed or it can be left to the concern of the individual. The nature of the community and the magnitude of the problem of adult needs will decide the course that is to be followed. However, the board must not fail to appraise the problem and reach its decision in the best interests of the community.

12. The divergent opinions of board members on certain questions of public education may indicate a lack of information regarding the changing functions of the school system. This warrants the recommendation that the board undertake a program of fully informing all members regarding school matters by securing factual material basic to the problems it is called upon to consider. A research assistant in the Division of Education is greatly needed to provide the facts essential in reaching administrative decisions and in the formulation of administrative policies.

The individual members think well of the board with respect to the majority of the characteristics on which they were asked to express judgment. Fifty-seven per cent of the ratings were high, 33 per cent were average, and 10 per cent were low. The characteristic considered in greatest need of improvement is the responsiveness of the board to politics and pressure groups. Considering average and low ratings together, improvement should be made when the sum of the ratings on any characteristic is six or more. Measured on this basis the board is in need of improvement in nine characteristics. The most serious of these is the tendency of the board not to recognize the authority of the superintendent and not to interfere in educational administration. The failure of the board to rank high as a policy-making body, to make sound financial decisions, to provide a sound program of public relations, to use good judgment and common sense in making decisions, to eliminate cliques among members, to have too much turnover in membership, to engage in long-term planning, and to have a greater number of members with children in the schools are board characteristics considered in need of improvement.

The highest ratings received by the board were on the willingness of board members to give freely of their time, and to put forth sincere effort to secure and to keep well-qualified employees.

Board Evaluation by Members

The self-evaluation of the Winnipeg School Board by the twelve members who responded to the inquiry indicates the respects in which future improvement might be made.

Characteristic	High	Average	Low
a. Board is deeply interested in child welfare and education	9	3	0
b. Board recognizes superintendent's authority and does not interfere in educational administration	5	5	2
c. Harmonious relations among board members	7	4	1
d. Co-operative relations between board and staff	10	2	0
e. Freedom of the board from politics and pressure groups	1	2	8
f. Board is chiefly a policy-making body	6	6	0
g. Board is progressive and forward-looking in its policies	6	5	0
h. A representative board—good cross section of the community	9	3	0
i. Ability to make sound financial decisions	5	6	1
j. Interest in teacher welfare, including good salaries	9	3	0
k. Sound program of public relations	5	3	4
l. Interest in the community at large	7	5	0
m. Continuity in board membership	10	2	0
n. Absence of religious and racial prejudices	7	4	1
o. Good judgment and common-sense decisions	5	7	0
p. Willingness of board members to give freely of their time	11	0	0
q. Sincere effort to get and keep the best qualified employees	11	0	0
r. Regularity of attendance at board meetings	8	3	1
s. Board members have wide community contacts and are well informed	8	3	1
t. Board members have children now in school	4	6	2
u. Board maintains property in good condition	7	5	0
v. Absence of cliques among members	2	7	3
w. Board does not interfere in teacher selection	8	3	1
x. Adequate turnover in board membership to limit length of control	4	6	1
y. Board engages in long-term planning	3	6	3

13. By these ratings the twelve members reveal themselves as fair-minded persons who are aware of board faults as well as board merits. The fact that faults as well as merits are recognized by the members warrants the recommendation that each member take seriously this self-evaluation and strive personally to effect the improvement in board characteristics recognized by the board members as needed.

By-Laws of the Board

Every public body which is charged with administrative responsibilities and the authority to levy taxes and to spend revenue derived from taxes should adopt a code of rules and regulations or by-laws according to which it transacts business. These operating rules and regulations should be expressed as policies for the guidance not only of the employed personnel but also of citizens and persons having dealings with the executive officers of the school board and the board itself. For the reason stated in the foregoing sentence, it is far more important that the code contain clear-cut policies pertaining to the powers and duties of the executive officers with whom other employees of the board and the public have most of their dealings than that the code contain the minutia of regulations pertaining to teachers and pupils.

Without a good code of operating by-laws it is difficult for the citizens of the community or board employees to know the policies of the board and to understand its procedures. Furthermore, when the rules and regulations are generally recognized as outmoded, the board is without a compass to guide its actions. Persons appearing before the board form a bad impression of the methods of transacting business when members and officers express uncertainty as to policies because of the incompleteness of, and the lack of official respect for, the existing code of operating rules and regulations. When such uncertainty exists it is relatively easy for both the board and its executive officer to make serious mistakes, which might have been avoided if carefully considered policies stated clearly in adopted rules and regulations had been available.

The advantages of a published code of official by-laws are in brief: (1) Possibilities of misunderstandings are greatly reduced. (2) Relations between officials and employed personnel are clarified. (3) Relations between school and community are simplified. (4) Adjustment of new employees is facilitated. (5) Revolutionary changes by new boards and by new employees are rendered difficult. (6) Evasion of responsibilities by employees is greatly reduced, if not completely eliminated.

The preparation of satisfactory operating rules and regulations for a school district is not an easy task. The old rules and regulations should be critically reconsidered, and proceedings of the board should be carefully analyzed for previous actions that might serve as precedents and might be regarded as policies. The latter task should not prove especially difficult, since the minutes of the board are carefully preserved. These minutes contain a complete record of the proceedings of the board, and constitute a ready guide in the identification of precedents or policies adopted in meeting new situations. If analyzed, the minutes would no doubt reveal many administrative actions that

have taken on the character of precedents and policies. These actions might be catalogued on cards for consideration in formulating the policies to be embodied in a tentative draft of basic operating rules and regulations.

The employed personnel should also be privileged to submit suggestions for the consideration of the board and should be permitted to offer criticisms of regulations proposed by the board and its executive officers. Before the entire code is finally adopted all proposals should be rechecked to make certain: (1) that responsibility is definitely fixed with respect to the execution of the responsibilities set forth in the rules, and (2) that overlapping of authority is thereby eliminated.

14. It is the judgment of the survey staff that the present code of operating by-laws published in 1943 requires a thorough revision, and that the revised edition should be published in printed form for distribution to all employees of the board and, on request, to citizens and persons having dealings with the schools. This revision should not be voluminous. It should contain the important policies of the board stated in clear and incisive language. This should be supplemented by a "Manual of Administration" containing the detailed instructions for teachers, custodians, and pupils recommended earlier in this chapter.

Organization for Efficient Administration

The present organization of the central administrative office as set up by the school board for the administration of the schools under its charge is generally characterized as the multiple type. Under this type of organization the board assumes the responsibility for co-ordinating the activities of its executive officers—all of whom are directly responsible to the board. A diagram of this organization is shown in Figure 1. Under this organization the

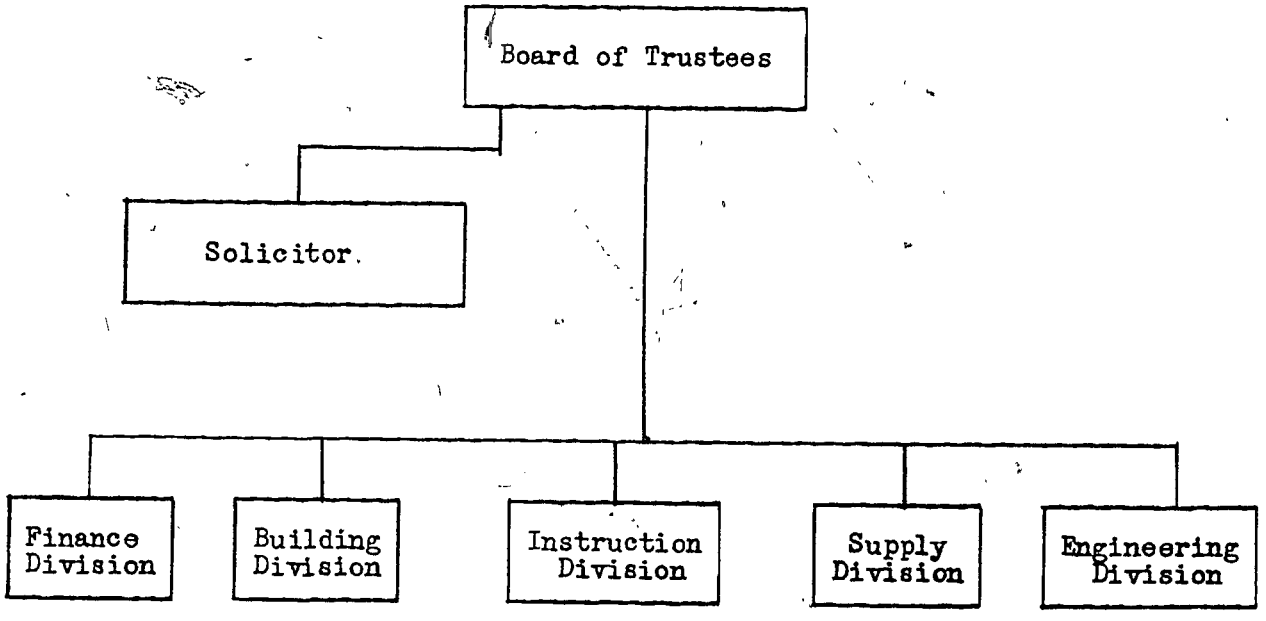


Figure 1—Present organization of central administration.

relationship between executive officers is informal, that is, they recognize that they are expected to operate as a team in serving the schools but no one has authority transcending any other. If differences arise the differences must either be talked out or referred to the board for adjudication. Even here it is possible that further complications may be experienced, since the executives concerned may deal directly with standing committees which might take sides in the controversy and this in turn might result in a cleavage in the board.

In actual practice the organization does not function as badly as it might. The executives of the board have all grown up with the Winnipeg system. They are all men of high character and know and understand each other's good points as well as weaknesses. They all have the welfare of the system at heart and know that the schools exist solely for educational purposes. Hence, they generally look to the superintendent as the member of the group who serves as the unspecified captain of the team.

It would of course be better for the board to designate the superintendent as the chief executive office in order that he might function as the titular head of the team as well as the unspecified captain. The board cannot possibly be a good co-ordinating body, since it consists of fifteen members and the members are not available at all times for consultation as would be the superintendent. This was recognized in the report of the Wage Survey Commission in 1946 which made the following statement pertaining to the administrative organization of the board and submitted the organizational diagram shown in Figure 2.

> As the purpose of all your Board's operations is teaching, it is obvious that all other services are ancillary to, and serve the teaching organization. It is recognized that operations of all effective large concerns are more sucessfully conducted under one central authority or general manager, responsible to the Directors or full membership, than otherwise. Your Board is under the disadvantage of having several independent Heads of Departments each responsible to your Board, with sometimes conflicting viewpoints and overlapping responsibilities leading to confusion, irritations, and delays. Of necessity there must be harmonious interchange of opinions and conferences among those responsible for the different branches of your Board's operations, and these should be brought about and co-ordinated by one central authority. It would appear logical that in a Public School organization this authority be the Superintendent.
>
> Your Commission suggests that the concentration of all supervision and direction of your Board's operations, in the hands of the Superintendent, would be a change leading to profitable results.[1]

[1]Report of Wage Survey Commission, p. 9. Winnipeg, Manitoba: March, 1946.

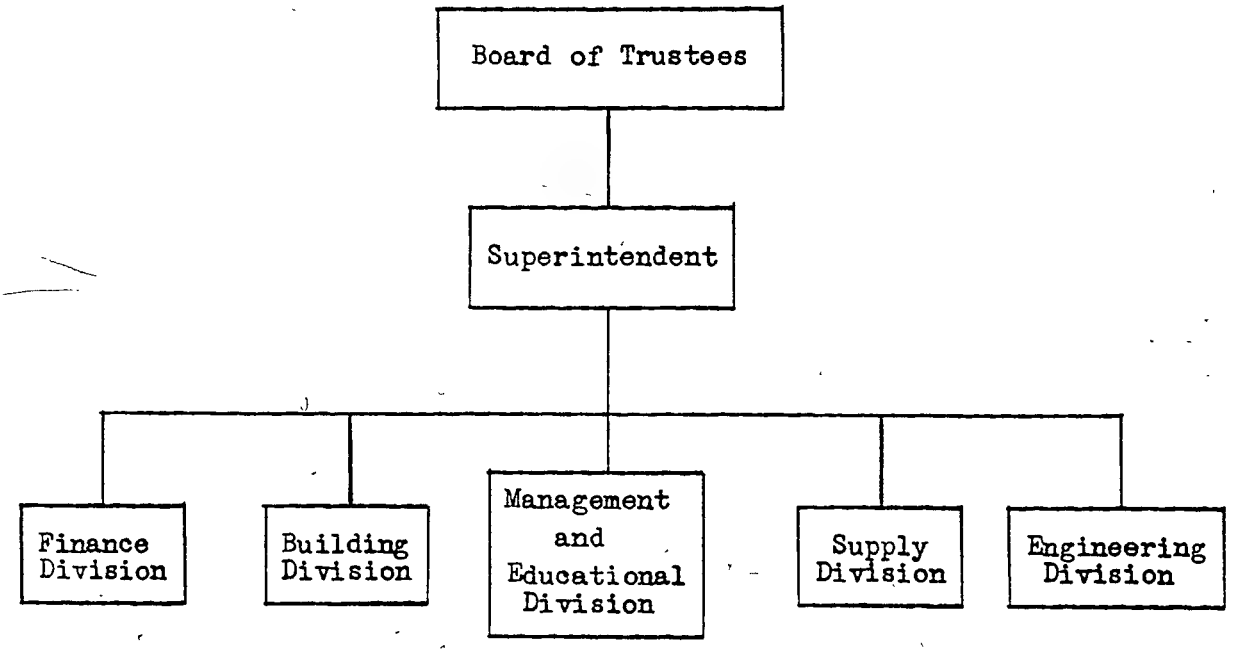


Figure 2.—Plan of executive control recommended for the Winnipeg schools by the Wage Survey Commission.

The survey staff has studied carefully the operation of the present organization, has conferred at length with the several executive officers, and has observed their functioning in many situations. Since all the officers are established in their positions and some are scheduled for retirement in the not too distant future, it is regarded as extremely doubtful if administrative efficiency would be increased by shifting immediately to the unit type of organization. Ultimately, this should without doubt be done. However, an intermediate step might be taken when the chief engineer retires next year by consolidating the Building and Engineering Divisions. This step is shown in Figure 3. (See next page)

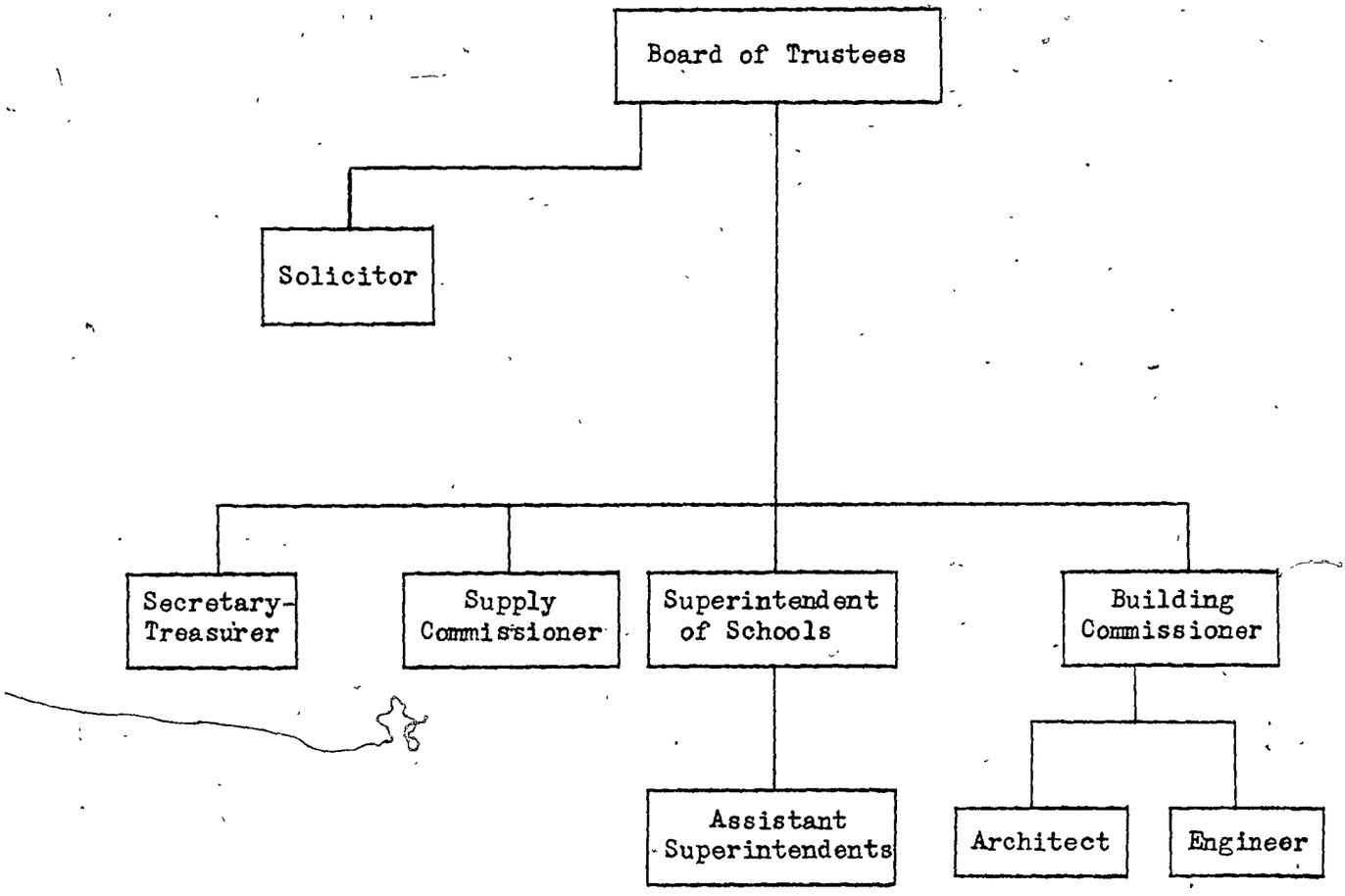


Figure 3.—Intermediate step in reorganization of board's administrative officers.

15. In the interest of efficiency and smooth operation it is recommended that the board work toward the ultimate establishment of the unit type of organization with the Superintendent of Schools as the chief executive officer; the other executive officers functioning as his specialized administrative assistants. The diagram of this organization is shown in Figure 4 (next page).

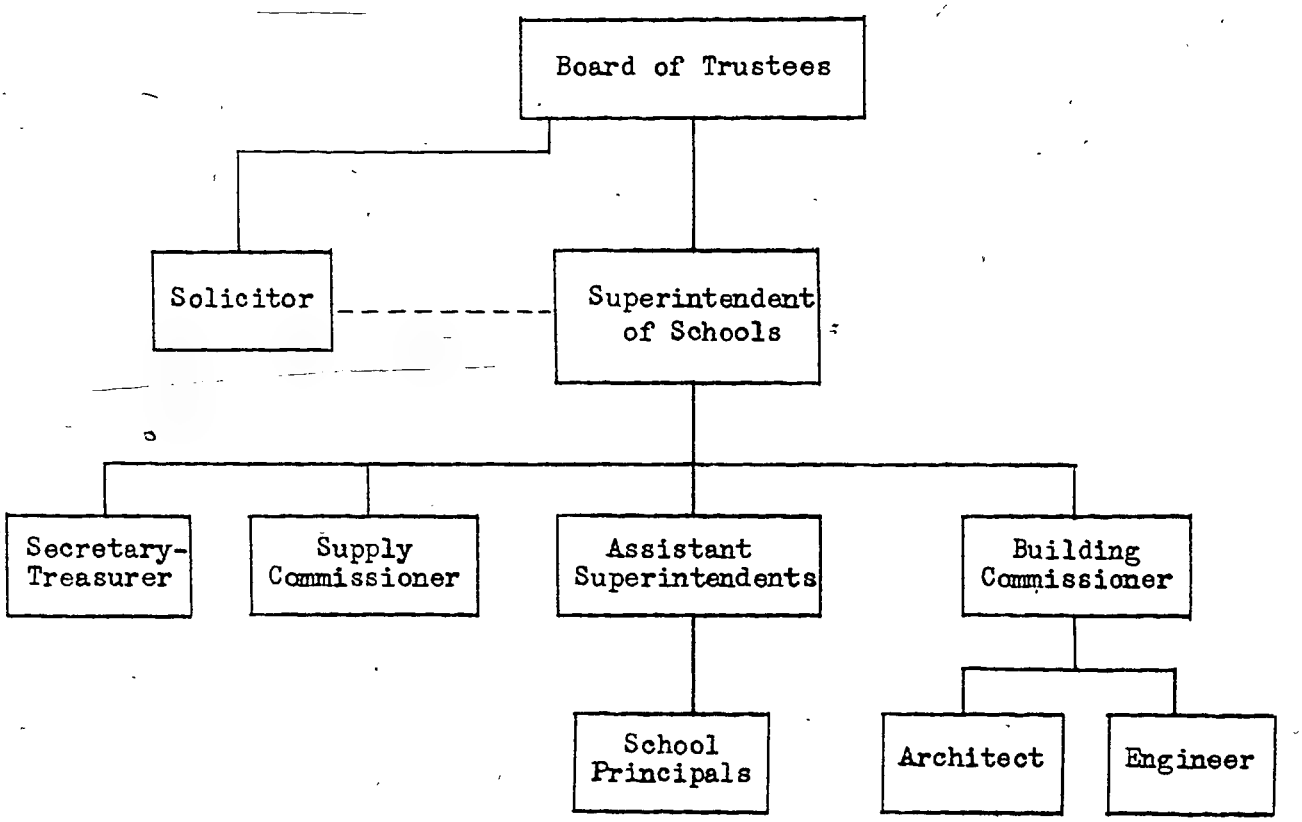


Figure 4.—Type of organization which should ultimately be achieved.

In Conclusion

The fifteen recommendations submitted for the consideration of the Board of Trustees and the electors of School District of Winnipeg No. 1 should be viewed as a long-term program which cannot be realized immediately. As opportunities for improvements are possible, appropriate steps should be taken both by the board and by the community to bring about the changes proposed. No administrative practice should be allowed to become indurated merely by time. It is only through well-considered changes that real progress is accomplished.

CHAPTER II

THE SUPERINTENDENT OF SCHOOLS

Superintendent as Educational Leader

The Superintendent of Schools in any district should be the chief executive officer of the Board of School Trustees. He should be the general manager charged with full responsibility for the success or failure of the educational plan of the school district. This necessitates full and complete co-operation on the part of the board, other executive officers, school principals, teachers, and other employed personnel.

A school system has but one fundamental purpose—to provide an instructional program. Personnel, buildings, equipment, and supplies are all agents in the realization of this great purpose. The superintendent as the chief executive of the school system must have the requisite authority to select his coworkers, plan with their assistance the educational program, and regulate the material facilities needed in the execution of the program—subject of course to the approval of the trustees. The superintendent is responsible to the board for the over-all management and supervision of the schools and for the acts—successes or failures—of those with whom he is associated. To this end a sound administrative organization is required in order that the responsibilities and interrelations of all personnel may be clearly understood.

No superintendent in Winnipeg has ever had the status of chief executive of the board. As recommended in the preceding chapter, the board should work toward the ultimate establishment of the unit type of organization with the superintendent as its chief executive.

Duties of the Superintendent

The following duties are prescribed in the By-Laws of the Board for the Superintendent of Schools.

1. Attend all meetings of the Board and any committee to which he may be summoned.

2. Have charge of the government of the schools, direct and control the business of teaching, and assign teachers their respective positions in the schools, subject to the approval of the Board.

3. Visit the schools and administer their government in every practical detail. Institute and enforce such regulations as may be necessary to their efficiency, under the direction of the Board.

4. Require from the principal, and shall himself make monthly returns to the Board of the attendance of teachers and pupils, and all such other matters as may be desirable to record.

5. Generally give effect to the direction of the Board and assist it in promoting the established system of schools to the most fruitful result of which it is capable.

6. From time to time, from any cause that may seem to him sufficient, have power to suspend any pupil. He shall immediately send to the parents or guardians, notice of any such suspension and a statement of the cause of same.

7. He shall have the power, with the concurrence of the chairman of the Personnel Committee, to suspend any teacher; any such suspensions to be reported at the next meeting of the Personnel Committee.

8. With the approval of the Board, from time to time as necessity may arise, arrange with the Department of Education as to the conditions under which the public schools of the City of Winnipeg shall be open to the students of the Normal School for training and teaching.

9. Supervise all matters relating to the organizations, instruction and discipline in night schools, and keep the Board informed from time to time of their requirements.

10. Have prepared for the information of the Board at the close of each year, a report containing an outline of the school activities of such year.

11. Report to the proper committee, from time to time, locations, and recommend the purchase of sites, or enlargements of sites, where in his opinion such purchase should be made.

12. Prepare and submit to the Finance Committee, prior to the consideration of the annual estimates for each year a statement of the appropriation necessary to provide for Educational Services during the current year.

13. Perform such other duties as the Board may from time to time direct.

The board has very wisely delegated to the Superintendent of Schools the general management and educational leadership of the Division of Instruction. It has not encumbered him by enacting numerous specific rules and regulations for assistant superintendents, supervisors, office assistants, principals, and teachers. All the personnel of the educational division are directly responsible to the superintendent for instructions and guidance. He is responsible to the board for the services rendered by the personnel of the Division of Education is sound administrative policy. Since the board expects the

superintendent to assume so much responsibility it should seek to free him from routine demands which consume his time and divert his attention from his major task—the efficient functioning of the educational division. To this end the board should encourage the superintendent to set up a central organization which will make it possible for him to assign many of the central-office duties which now consume his time to assistants.

The board has been reasonably generous in providing the superintendent with assistants and has given him freedom in the use of their services. Perhaps he has not requested the appointment of as many assistants as the size of the school system requires. However, if the board has insisted on budget economies which do not permit the superintendent to have the help needed then it has handicapped him to that extent.

1. The survey staff recommends that the superintendent study the needs of his office in terms of the findings of this survey and carefully determine the duties which he is not able to perform promptly and efficiently at present because of the urgency of other duties. He should then request the board to authorize the additional assistants which are required to relieve him of his burden of duties in order that he may devote his full energy to those duties which must be performed by himself if the school system is to be administered with highest efficiency.

Duties of Assistant Superintendents

The duties assigned to the two assistant superintendents are the same, except for a few changes in the duties of the senior assistant superintendent, as were assigned in 1944. Since then there have been two changes in the position held by the present junior assistant superintendent without any apparent change in the assignment of duties. As matters now stand the assignment of duties is both departmental and functional. The junior assistant has charge of elementary schools and the senior assistant, secondary schools. In addition to these duties the senior assistant is responsible for representing the superintendent on certain committees and before certain organizations, for taking over the full duties and responsibilities of the superintendent when he is out of the city, and for performing other special duties assigned by the superintendent from time to time.

There has been no change in the number of assistant superintendents since 1929. The school enrolment was approximately greater at that time than at present, although the population of Winnipeg now is approximately 30,000 greater than in 1929. Despite the decrease in the enrolment of the school system, educational problems today are much more complex and require greater time and effort on the part of the central-office administrators. For example, the problem of the recruitment of teachers in 1929 was fairly simple. Today this problem consumes a considerable part of the time of the superintendent and both assistants. A number of other problems also make much heavier demands on the time of the administrative officers today than twenty years ago.

The administrative tasks confronting the superintendent and his assistants are such as to warrant the appointment of at least two assistants on a level

below that of the assistant superintendents—one to carry on administrative research and the other to have charge of the evaluation and records of the educational personnel. The appointees might be given the titles of Research Assistant and Director of Educational Personnel and should be placed on the salary level not lower than that of a supervising principal.

The duties which these assistants would perform involve clerical detail and routine work which the three top administrators cannot afford to perform because of the demand of other duties of greater importance to the school system; yet the data with which the proposed appointees would concern themselves are essential to these administrators and to the board in making administrative decisions and in establishing policies.

2. The appointment of these administrative assistants is recommended for the consideration of the board if and when the superintendent justifies their appointment after carefully considering the needs of his office in terms of the assignment of duties to his assistant superintendents and the duties which he reserves for himself.

Growth of the School System

Data presented in Volume II of Committee Findings show that the enrolment of the schools of Winnipeg will increase from the present figure of 30,448 in 1948 to a total of approximately 43,000 in 1959. The increase in enrolment expected in 1949 over that in 1948 is approximately three hundred. The increase expected in 1950 is 871; in 1951, 999; in 1952, 1,324; in 1953, 1,895; in 1954, 1,898; in 1955, 1,668; in 1956, 1,250; in 1957, 1,424; in 1958, 661; in 1959, 459, when the maximum based on increase in birth-rate will be reached. These figures* prepared by Dr. J. C. Pincock on estimated live births (less infant deaths) to residents of Winnipeg from 1948-1954 predicted by Mr. A. G. Lawrence, Secretary-statistician, City Health Department, Winnipeg, are considered by the survey staff as conservative estimates in light of comparable figures for urban communities in the United States.

The figures indicate that the board will have to provide plant accommodations and personnel for an increase of nearly 13,000 pupils between 1948 and 1960. Viewed in the large for the next decade, 1949-1959, the board must make provisions on the average for approximately one thousand new pupils each year. Planning the building facilities, securing the equipment and supplies, and selecting the new personnel required to service the increased pupil load present a staggering problem.

3. The administrative staff must keep the board fully informed with the most reliable data it is possible to collect in order that facilities may be made available when needed while avoiding possible mistakes in the location of new school sites, in requirements of new buildings, and in changes in present buildings.

*See Chapter II, Volume II of Survey Report for details.

Policy for Appointment of Principals

In January, 1942, the Men's Sub-Local of the Winnipeg Local of the Manitoba Teachers' Federation addressed an inquiry to the Superintendent of Schools requesting that he inform the members of the Sub-Local regarding the criteria on which promotions are made to principalships and whether the recommendations of the superintendent take into account "Seniority, academic qualifications, professional qualifications, ability to co-operate with others, success in previous positions held, and other qualifications."

This was a very pertinent inquiry inasmuch as the morale of the local group rests on full knowledge of the standards used in making recommendations for principalships and of the policies of the superintendent which determine his nominations. Doubt as to policies, or questions regarding the fitness of persons nominated for principalships are powerful factors in the lowering of local morale and in lowering the standards of the school system. Recognizing the importance of these factors the superintendent issued the following statement under date of January 28, 1942:

> In accordance with the by-laws of the Board, it is the duty of the superintendent "To assign teachers to their respective positions in the schools, subject to the approval of the School Management Committee". The responsibility of assignment is placed upon the Superintendent because he is held responsible by the Board for the government of the schools. The Superintendent cannot delegate this responsibility. The School Management Committee may, approve or may disapprove of the assignments made by the Superintendent. In such case, I presume, he would be asked to make another assignment.
>
> Following is the approximate procedure of the Superintendent and Assistant Superintendents in making recommendations for promotion to Principalships:
>
> (1) Usually vacancies in Principalships are anticipated for some months and an early study is made of the problems involved in order that decisions may not be hurried.
>
> (2) A seniority list of all men and women of the staff is kept on file and all names on this list are very carefully considered. Seniority, however is not allowed to outweigh all other factors.
>
> (3) There are certain qualities one looks for in a Principal. It is seldom that they are all met with in one individual, yet they do constitute a set of criteria on which men are judged as to their comparative suitability for such a position.
>
> (a) Evidence of ability to deal effectively with the public. The school is a public institution. The Principal is a man who comes before his community as the representative of the Board and the Superintendent. He has frequent contacts with parents and other members of his community. For this he requires tact, good temper, patience, courtesy, ability to appreciate the

other person's point of view, forcefulness, judgment to make right decisions, ability to put the right decision over, to satisfy people without necessarily agreeing with them. There are certain personal qualities that help to this end—good appearance, dress, manner, voice, speech, correct use of English, etc. are examples. Some qualities hinder—for example—marked eccentricities of manner, over-aggressiveness, an attitude that produces antagonism, etc.

(b) Evidence of ability to deal effectively with colleagues, chiefly teachers, and to direct and supervise their work without undue friction, co-operativeness combined with strength.

(c) Evidence of ability to deal wisely with children, sympathy, understanding, a real interest in young people, knowledge of and interest in the activities of young people both in work and in play, strength and firmness in discipline, without rigidity.

(d) Drive and energy.

(e) Evidence that he will give life and leadership to a school, initiative, interest in the many and varied types of activity of a school both curricular and extra-curricular, an infectious enthusiasm that is caught by both pupils and teachers and results in a "good school spirit".

(f) Ability and willingness to learn new things, to become familiar with subjects of study with which he has had little or no teaching experience to the end that he may be able to give direction and supervision in these fields and correlate them with each other for the purposes of education.

(g) Sound scholarship and professional training as indicated by a broad and deep culture and a continued interest in study.

(h) Evidence of executive ability. Correct contacts with officials, and supervisors, ability for organization and administration, promptness in making reports and carrying out instructions, a sense of responsibility for the safety, health and comfort of children, and an eye for those things which affect them. Care of school property, economical use of supplies, etc.

(i) Ability to take part in and direct various athletic and sport activities, interest and ability in playground organization and supervision.

As evidence of some of these qualities and worthy of close examination, we take into account academic and professional qualifications as indicated by degrees obtained or professional courses taken, and also successful experience as a teacher.

Before taking over the supervising Principalship of a school with a large elementary section a Principal should, if possible, have had some fairly recent and major experience in teaching Elementary School children. This experience is not so necessary for taking charge of a pure Junior or Senior High School, although even there it is an advantage. Consequently, in answer to your question regarding the route to promotion to principalships it could be said in general:

(a) To Supervising Principal of Elementary Schools or Junior High Schools with large Elementary section—High or Junior High School teacher to Elementary Teaching Principal to Supervising Principal.

(b) To Supervising Principalship of a pure Junior High School, direct promotion could be made,

From Elementary Principal
or
From High School Assistant
or
From Junior High School Assistant

(c) To Principalship of a Senior High School, direct promotion could be made from Junior High School Principal, or of a Senior High School Assistant.

In making other promotions within the service, e.g. from Junior High School Assistant to Senior High School Assistant the factors taken into account are,

(a) The needs of the receiving school, and the suitability of various teachers to meet these needs. This is mainly a matter of subject specialties required in the school to which promotion is made.

(b) Seniority and successful teaching experience of candidate for promotion.

(c) Principals of receiving and sending schools are consulted if at all possible.

Further inquiry by a member of the survey staff revealed that the board now requires that before any employee will be considered for a promotion, e.g., to a principalship, the individual must make application for such promotion. The superintendent is instructed by the board to inform the staff of existing and prospective vacancies in order that interested staff members may make application. This, in the judgment of the survey staff, is bad policy. It tends to encourage aggressive individuals to seek appointment to positions for which they may not be qualified. Furthermore, the policy tempts individuals to use pressure on the superintendent and to curry favor with board members.

The superintendent and likewise the members of the board should be interested solely in securing for any vacancy the member of the staff best qualified to fill the position. This person might be one who would not care to

make application for a specific position. Such a person should not be barred from consideration because he refuses to condescend to office seeking.

Inasmuch as the superintendent has on file the complete record of all the members of the education staff and is responsible for evaluating the quality of their services, he should know those who merit consideration for a prospective vacancy which would be regarded as a promotion. To require him to invite applications is to create personnel problems which may be difficult to solve and which may result in the lowering of staff morale.

At the present time it is the stated policy of the superintendent and the two assistant superintendents to meet together and to discuss possible applicants for positions involving either transfer or promotion. Only candidates are nominated by the superintendent on which there is unanimous agreement. Obviously, the superintendent must request the candidate to make written application before recommendation is submitted to the board.

Although the large majority of the board members in their responses to the inquiry submitted to them indicated a belief that all nominations in the Education Division should be made by the superintendent, the policy of requiring written applications leaves itself open to interpretation as a lack of confidence in the superintendent.

In follow-up of this matter it was ascertained that the superintendent has recommended candidates for thirty-three vacancies in principalships during the last five years. Some of these nominations involved transfers and not promotions (five cases) and some transfers recognized as promotions (nine cases). The remaining nineteen cases were promotions of teachers to principalships. The recommendation of the superintendent was accepted in all but three of the thirty-three of these cases. In each of these three cases the superintendent was asked to submit a second recommendation. In each case his recommendation was approved.

The survey staff does not believe that the board should act as a rubber stamp in approving nominations, since the election of principals is the responsibility of the board. Neither does it believe that the board or any committee of the board, or any individual member should propose candidates for principalships. A policy should be established which is administratively sound and mutually acceptable to both superintendent and board. The board has a right to know the specifications desired by the superintendent in the principal for a particular position to be filled and the extent to which the nominee possesses the particular qualifications desired by the superintendent. The board has the right to reject the nomination if it feels that the person nominated does not possess the qualifications which the specifications call for. In that event the superintendent should be asked to consider other possible candidates and to submit another nomination.

A suggestion was made to the staff member primarily responsible for the preparation of this section of the report that it might prove more acceptable to candidates if the superintendent would nominate two or three persons for each position and allow the board to take its choice. Such a proposal is untenable. It would subject the selection of candidates to political influence,

school politics, and many kinds of undesirable practices in educational appointments which would result in the lowering of professional morale and an early lowering of efficiency in the schools.

4. The staff recommends that the nomination of candidates for the principalship and all other positions in the Education Division be made by the superintendent on the recommendation of a committee on nominations consisting of the proposed director of personnel (if appointed), the superintendent, and the assistant superintendents. The major work in assembling records pertaining to academic training, professional qualifications, previous school experience, and evidences of personal fitness should be done by the proposed director of personnel. In evaluating the superintendent's nomination, the board would be entitled to a report on the evidence considered by the Committee on Nominations in reaching its decision to recommend a candidate for appointment.

5. It is also recommended that the school principals be invited by the superintendent to prepare a statement of standards which prospective principals should be expected to meet to be eligible for appointment to the different types of principalships. If these standards are at variance with those set forth in the memorandum of the superintendent, a conference should be called by the superintendent for the purpose of reconciling the differences and of adopting a policy for the approval of the board.

Relations of Superintendent and Board

It was indicated in the foregoing chapter that the superintendent is one of five executive officers dealing directly with the board. While the superintendent does not bear the title of chief executive officer of this group it is tacitly recognized by all that the superintendent is the officer who must assume the role of leadership with the board and before the community. Because of the multiple type of administrative organization adopted by the board and the political composition of the membership of the board only the boldest type of superintendent would undertake to assume a role of leadership with the board under the circumstances. Since the position of Superintendent of Schools in Winnipeg is the outstanding public school administrative position in Manitoba and one of the best such positions in the Dominion of Canada, the persons who attain this position naturally desire to continue in office until the age for retirement or as long as working relations with their boards permit. Under such circumstances a superintendent would probably adhere closely to the status defined for him by his board. Obviously, then, a board cannot expect a superintendent to assume a role which it prohibits by the organization it adopts or which it fails to specify in its operating by-laws. If a board wants its superintendent to be a top-flight leader it must give him leadership status, otherwise it places him in the position of constantly overstepping his authority.

The successful administration of a school system requires that the relations of the superintendent and his board be that of a responsible executive to a board of directors who exercise legislative and judicial responsibilities. Where this relationship exists a board meeting should be given over very largely to the consideration of recommendations submitted by the superintendent and to hearing and passing judgment on reports of executive



8. It is further recommended that special meetings be held occasionally for the purpose of hearing special reports by the superintendent, assistant superintendents, and staff members. The purpose of such meetings would be to familiarize all board members with the problems and needs of the educational program of the system. All executive officers would be expected to attend these meetings and to participate in the discussion.

Central-Office Staff of Superintendent

The central-office staff of the Superintendent of Schools consists of two assistant superintendents, thirteen special supervisors, and four secretarial assistants. He relies on this staff for the execution of his administrative and supervisory duties. Since most principals and teachers rarely possess all the qualifications required for the most effective performance of their duties, in-service training must be provided. The members of the supervisory staff, which consists of four elementary-school supervisors; two supervisors of music; one, of art; one, of home economics; one, of technical and industrial-arts education; two, of physical education; one supervisor of speech correction; and one co-ordinator for the child-guidance clinic, are not regarded as administrative assistants but rather as special advisers and assistants in the in-service improvement of principals and teachers.

The responsibility for the proper functioning of the supervisory staff rests on the superintendent and his two assistant superintendents. This is accomplished through the organization, scheduling, and direction of the time of these supervisory assistants. They should not be thought of as special itinerant teachers who engage in classroom instruction for teachers who are not qualified to provide efficient instruction in the special areas served by each supervisor but as specialists who undertake to train those who need assistance and who co-ordinate the work of the schools in the particular areas.

For a staff of approximately one thousand teachers and principals distributed among the local schools of the district, the number of supervisory assistants would be considered small in districts of comparable size in the United States.* However, the value of these assistants to the superintendent is determined by the quality of the services rendered by the staff and not by their number. Other sections of the Survey Report will reveal the problems of the schools and the extent to which the problems are being adequately dealt with by the supervisory staff. It is sufficient here to point out that the superintendent has an organizational chart which shows the relations of the different members of the central-office staff to one another and to the principals and teachers in the local schools.

The greatest difficulty confronting the superintendent with respect to his supervisory staff at present is lack of satisfactory office facilities. Each supervisor needs an office for study and work, for conferences with individual principals and teachers. The supervisory staff needs a common

*Seven comparable United States cities have an average of 17 supervisors each, the range being from 6 to 34.

room for group conferences and for displaying classroom work from the different schools.

The superintendent and his staff are greatly handicapped because of inadequate office facilities. The assistant superintendents are housed in small rooms entirely unsuited for the office responsibilities of these officials. The members of the supervisory staff are able to schedule conferences only occasionally with principals or teachers because of lack of office facilities. The crowded condition is almost as bad for the other executive officers of the board.

The only office space available is in the small office building at the corner of William Avenue and Ellen Street erected in 1900 and remodeled in 1913. As a result all are obliged to carry on their work under difficulties which interfere with the efficient performance of duties.

9. It is recommended that the superintendent and other executive officers of the board prepare a statement of their needs for adequate office space and submit this to the board for early consideration. If the city should decide in the near future to erect an office building and to provide adequate space for the central administration of the schools in this building, the survey staff recommends the participation of the school board in the project.

Duties of Supervisors

Duties have not been definitely specified for all members of the supervisory staff. It is assumed that those serving in special areas, such as art, music, home economics, and industrial arts, have less need for specific directions than those in the more general area of elementary-school instruction. For the elementary supervisors the following list of fifteen duties was prepared in 1945.

a. To visit all classes in the elementary division of the schools: Grades 1 to 6 in schools with teaching principals, Grades 1 to 3 in schools with supervising principals.

b. To give assistance to any teacher who may require it, and to visit such teachers as often as may be required to develop the teaching ability of the teacher and to maintain it at its highest possible level.

c. To require and maintain a standard of work in accordance with the requirements of the Provincial Programme of Studies and the long established traditions of the Winnipeg Schools.

d. To advise principals and teachers as to the best placement of pupils, individually and in groups.

e. To advise principals and teachers regarding promotions from or within the grades supervised, either as to individuals or groups.

f. To visit as frequently as may be necessary every newly assigned teacher in the grades supervised to determine whether such teacher is likely to prove a worthy member of the Winnipeg teaching staff.

g. To give every possible help and encouragement to teachers on assignment needing such help and encouragement.

h. To report to the Superintendent in detail on the form provided, their carefully considered opinions of each assigned teacher.

i. To report to the principal each case of a teacher who, for any reason, is not doing satisfactory work.

j. In consultation with the Superintendent to lay out the order and general character of the work to be done in the fundamental subjects throughout the year.

k. To set, under the guidance of the Assistant Superintendent, standardizing, diagnostic or achievement tests, at such times as may be deemed necessary.

l. To examine and compare books submitted by publishers, with a view to ascertaining those most suitable for use in the libraries or as supplementary reading.

m. To requisition the books required to maintain the standard and quality of the reading material in each school at its proper comparative level.

n. To keep, by reading and by other methods, in touch with developments in method, subject matter, or technique in other systems.

o. In consultation with the Superintendent to assist in the outlining of any changes in the methods, subject matter, technique, etc. in use in the Winnipeg Schools.

Analysis of this list of duties reveals some inconsistency in the conception of the authority of the supervisor in the local school. If the principal is to be the responsible head of his school, it is not wise to subordinate him to the supervisor as might be implied in Duties "c" and "m." If the work of a teacher in a local school is below the standard sought by the supervisor it is his responsibility to call the matter to the attention of the principal and assistant superintendent and to offer such assistance as these officers may advise but not to give instructions to the particular teacher. Likewise it should be the responsibility of the principal to requisition books instead of the supervisor.

10. The real function of the supervisor should be consultation and giving advice to the principal and with his consent to the teacher. The supervisor should not undertake to exercise administrative functions and should

not possess administrative authority. It is recommended that the status of the supervisors from the central office with respect to their relations with principals and teachers be more clearly defined than at present and that all persons concerned be informed regarding the policy when adopted.

Evaluating the Efficiency of the Education Staff

In the responses of board members to the inquiry sent them considerable concern was expressed regarding the need for a reliable evaluation of the entire staff of the Education Division. This need is generally regarded as presenting an important, unsolved problem in the administration of urban school systems. It is therefore not peculiar to the schools of Winnipeg. In fact, progress in the evaluation of teachers compares favorably in Winnipeg with that made by some of the better urban school systems in the United States.

The problem has been definitely recognized by the superintendent and he has developed a tentative rating scale for securing an evaluation of each teacher on: (a) handling of routine school duties, (b) instruction, (c) understanding of people and relations with them, and (d) certain important basic attitudes. The superintendent also has developed a form for securing from the school principal a confidential report on any teacher whose work has been recognized as in need of improvement. This report is used as the basis of conference with the assistant superintendent concerned. Another form has been developed for securing information from teachers as to their plans for future professional improvement and their special interests in professional advancement. Because of the urgency of developing a better method of evaluating the services of principals and teacher, further consideration is given to the problem in Chapter VII. The findings at this point warrant the following recommendation.

11. The problem of evaluating the efficiency of the teaching staff cannot be solved by the central office working alone. Representatives of the teaching staff should be invited to participate in the study of rating plans. It is recommended that a special committee be appointed to study this problem and to present a comprehensive plan for the evaluation of teacher merit.

Responsibility for Public Relations

Some vagueness exists among the members of the board, the central-office staff in general, and the school principals with regard to responsibilities for the program of public relations. This is likely to be the case in any school system in which a considerable proportion of the personnel has been identified with the system for many years. Ways of handling problems and of meeting situations become established and very generally understood without definitely formulated policies being adopted and publicized. As a result, when a new problem or situation arises between the public and the schools the responsibility for meeting it is assumed by the person in the system most closely identified with the problem or situation and other persons generally are not aware of the technique which is employed.

A special study of the public-relations program of the Winnipeg schools is considered in Chapter VI. All that is attempted here is to point out that a public-relations policy has not been formulated and officially adopted. Outside of the responsibility assumed by the superintendent for the dissemination of information through the press, radio, contacts with leaders of the city, and public addresses to home and school associations, service clubs, and the like there does not appear to be any clearly defined responsibility for the cultivation of public relations. The principals of the local schools function somewhat aimlessly in the cultivation of school and community relations because of lack of guidence which might be provided from an adopted policy of public relations.

12. It appears to the staff member studying this problem that the superintendent must spearhead the movement to formulate a public-relations policy. While assuming large responsibility for the execution of the policy, the task of executing it and the development of an organization to collect and disseminate current school information to the public is too great for the superintendent to assume personally. A part-time assistant who is a member of the faculty of one of the high schools might provide part of the assistance required. This person would enlist the co-operation of all school principals in securing news tips and reports for publicity purposes and would assume considerable responsibility under the direction of the superintendent for school interpretation to the public press.

Responsibility of the Superintendent for the Curriculum

The superintendent should be the liaison officer between the Provincial Department of Education and the local Board of Trustees. He must know the educational objectives sought by the Department of Education through the curriculum which it prescribes and the way the curriculum functions in the schools under his professional direction. His specific contribution to the curriculum should consist: (a) in the interpretation of the curriculum to the members of his administrative and supervisory staff, to the teachers of his school system, and to the community; (b) in the modification of the curriculum to provide for local needs; (c) in the enrichment of the content of the curriculum to provide the best possible general education for the children of the district; (d) in the vitalization of curricular materials for instructional purposes; (e) in the preparation of the entire staff of the school system for the effective use of the curriculum; and (f) in the continuous appraisal of the curriculum as the basis for improvement.

The superintendent cannot of course perform all these tasks personally. His position as the chief professional adviser of the board makes him responsible for the accomplishment of the tasks specified through the efficient use and direction of his assistants.

The assignment by the Provincial Department of Education of a high-school inspector to the secondary schools of the district should be interpreted in one of two ways: (a) for the purpose of securing firsthand evidence that the educational objectives of the Province are being satisfactorily realized, or (b) for the purpose of advising with the superintendent in effecting curricular

adjustments and adaptations to the end that the objectives of the prescribed curriculum of the Department may be most effectively realized.

13. It is the judgment of the survey staff that the first purpose would be best realized as a by-product through an effort to achieve the second. If this cannot be accomplished then inspection as a method of effecting improvement is futile. The staff recommends that the school board place the responsibility on the superintendent for the realization of an effective working relationship between the Department of Education and the local schools.

In Conclusion

The reader of this chapter should not assume that because a number of recommendations affecting the duties and responsibilities of the superintendent and his assistants have been made that they are gravely at fault or are seriously lacking in efficiency. The head of any school system the size of Winnipeg would have many problems in need of solution and some established practices in need of improvement. Some of the problems of school administration in Winnipeg District No. 1 may be inherent in the Provincial System, in the organization of the local system, or in the traditions of the community. None of the problems underlying the recommendations are of such difficulty that they cannot be solved in the course of time. The recommendations should therefore be considered by those who read the report as providing a program of development and improvement.

The recommendations are not proposed for hasty adoption but for careful consideration and deliberation. The staff believes that the proposals made constitute the basis for an evolving program of improvement in the organization, administration, and supervision of the Winnipeg schools.

CHAPTER III

RESPONSIBILITIES OF SCHOOL PRINCIPALS

Professional Status of the School Principal in Winnipeg

The recommendations on the responsibilities of the school principal are based on the findings of the special committee selected to study the professional status of the principal in Winnipeg and the powers and duties delegated to him. The principal in Winnipeg is nominated by the superintendent and elected by the school board. The findings show that the recommendations of the superintendent have very generally prevailed. It may therefore be said that the present staff of school principals as professional workers tend to reflect the educational ideals of the different superintendents who have selected these principals.

The professional growth and development of the school principal is a responsibility of the superintendent. It cannot be assumed that a new principal when assigned to a position possesses all the professional knowledge and understanding required for the discharge of his powers and duties. In-service education and training in the policies of the school system and in the performance of special responsibilities are constantly required.

The term of service of a principal in a school system should be characterized by continuous professional growth and by increased efficiency in the performance of duties. The responsibility for growth and increased efficiency rests of course primarily on the principal himself. Providing the opportunities for professional growth and giving personal guidance to the principal in the use of opportunities are responsibilities of the superintendent and his assistants.

It is assumed by the survey staff that the principalship in Winnipeg is just as essential to good education as it is in comparable cities in the United States where the principalship is considered a key position in city school administration. This assumption increases in importance as the size of a school system increases. The responsibility of interpreting curricular materials, methods of instruction, and scientific knowledge about children to teachers cannot be fully discharged by the superintendent and his central-office staff who at best are able to meet the teachers face to face only periodically. The superintendent must have a qualified professional representative in each local school to assist the teachers, to direct the management of the pupils, and to counsel with parents. The principal is also the representative of the school board in the enforcement of its rules and regulations and in the protection of school property.

The findings of the special committee interpreted in light of the foregoing statement on the professional status of the school principal in Winnipeg warrant the following recommendations:

1. Provisions are made in the salary schedule intended to encourage principals to engage in advanced professional study and the central office undertakes to make adjustments at any time to encourage advanced study by individuals. A more vigorous policy of in-service training is recommended which counsels individual principals regarding continued professional study through attendance at summer school, extension courses, and summer conferences or workshops. The central office might organize and conduct prior to the opening of school in the autumn or during the school term a local workshop for the professional improvement of principals. The assistant superintendents and the staff of supervisors should recognize that their most important function is the professional improvement of the principal and that each should work with him as a coworker and assistant when supervising instruction in his school to the end that his professional growth as well as that of his teachers is furthered.

2. Since the school system of Manitoba is a highly centralized system the principal may occasionally experience difficulty in determining his particular responsibility to provincial and local administrative officers. This need not occur since the principal is directly responsible to his assistant superintendent and through him to the Superintendent of Schools. The superintendent in turn is responsible to the Board of Education and to the Provincial Department of Education. Successful administration by the principal requires that a clear-cut line of administrative responsibility be established.

3. Inasmuch as the work of the high schools is inspected by a representative of the Department of Education, it is recommended, in the interest of harmony and in the avoidance of confusion, that when meetings with high-school principals are called by the superintendent or his assistants in which problems pertaining to the organization and administration of the curriculum and instruction or the adaptation of the materials and methods of instruction to the needs of particular groups of pupils are the subject of discussion that the Provincial Inspector be invited to attend and to participate. This practice would eliminate the apparent conflict in the responsibility of the principal to provincial and local authority and obviate confusion which might unnecessarily delay the solution of his problems.

4. Because of the multiple type of central organization which prevails in the Winnipeg School System the lines of responsibility to executive officers of the Board of Education are somewhat confused. As long as the school board elects to retain this type of organization it is recommended that the board with the co-operation of its executive officers and a committee of principals formulate rules and regulations which will clarify the responsibilities of the principal to the existing executive officers for matters pertaining to the operation and management of his school.

5. The responsibility of the principal in the selection and discharge of teachers should be more definite than at present. Principals feel generally that they are privileged to request teachers but that their requests may or

may not be granted by the superintendent. They feel that they do not share in the responsibility for the discharge of teachers. A clear statement of policy with respect to the responsibility of the principal in the selection, assignment, transfer, and discharge of teachers is essential to the efficient administration of the teaching staff in Winnipeg. The policy should be developed through discussion between the principals and the superintendent.

6. The principals consider that they have a free hand in the organization and administration of extracurriculum activities. This is not good practice—for the individual principal or for the school system as a whole. The formulation by the central administration and a committee of representative principals of a broad policy with respect to the organization and administration of extracurriculum activities is recommended. This policy should set forth guiding principles which are sufficiently flexible to provide for the particular interests and needs of individual schools but which prevent extreme variation in practices that might prove detrimental to the school system.

7. A comprehensive set of instructions on the powers and duties of the school principal in Winnipeg has not been developed. A composite list of what principals thought they were doing was prepared in 1944. What use was made of this list by the principals is difficult to determine. In addition, analysis of the weekly instructions of the superintendent for a period of five years fails to provide the necessary body of knowledge of the powers and duties which principals should possess. It is therefore proposed that a manual of administrative instructions be prepared by the central office with the co-operation of the principals. This manual should not take on the character of a book of rules and regulations but rather that of a comprehensive guide book of administrative practices and procedures. Before official adoption by the school board the manual should be carefully considered by all persons concerned.

Relationship of the Principal to the Central Administrative Office

In a school system in which the Board of Trustees employs a number of executive officers who have authority over different areas of school activities the principal may experience confusion in his relationships with these officers. Since the major responsibilities of the principal are educational his primary responsibility is to the superintendent and his assistants. The principal's administrative relationship with the superintendent is chiefly through intermediary officers--the assistant superintendents. Except through general meetings and the written instruction issued under the signature of the superintendent, the principal has relatively few occasions for making direct contacts with the superintendent. For a school system the size of Winnipeg this is in harmony with generally accepted practice. The sequence of line relationships in administrative matters is rather closely observed. However, in personal or professional matters the line relationship is not necessarily observed. Principals are and should be free to consult the superintendent on such matters at any time.

About half the principals indicated in the questionnaire to the committee that they attempted to interpret and execute the policies of the superintendent

and the central office to the best of their ability without committing themselves personally as to their own belief in the administrative soundness of the policies. Some of these stated that they would not hesitate to oppose the policies if considered unsound while officially executing these policies in their school and community. The other half of the principals were apparently willing to accept central-office policies as their own and loyally carry them out without regard to personal views.

8. The situation described warrants the recommendation that the principals should participate in the formulation of policies so that the policies when adopted represent the co-operative thinking of central administrative officers and principals. The relationship of the central office with the principals should be such that ideas are always encouraged and that opportunities are arranged for their consideration to the end that when instructions are issued by the central office they represent conclusions reached by the democratic process.

Distribution of the Principal's Time

The organization of the duties of the principalship requires a clear perspective of the numerous demands made on the position. The principal must see that the office functions efficiently, the extracurriculum program is varied and controlled, community duties are performed, the buildings and grounds are utilized effectively and maintained properly, business duties are handled quickly and accurately, the internal administration is effective without being obvious, and most important, that educational leadership which provides constantly better instruction for boys and girls is provided continuously and effectively.

The way in which a principal organizes his duties is conditioned in part by the conception of the principalship in the system of which his school is a unit and in part by his own understanding of the demands of his position. The principalship in Winnipeg, in both the elementary and secondary schools, is probably more closely identified with instruction than in American schools. This difference is possibly accounted for by two facts, namely, (a) the tradition in English schools that principals should teach, and (b) the active interest taken by the Provincial Department of Education in instructional matters. The further fact that an inspector from the Provincial Department of Education devotes himself almost exclusively to inspecting instruction in the local secondary schools may also influence the instructional emphasis of school principals.

The factor of influence in the organization of the principal's duties—the principal's conception of management—may be evidenced in one of three ways, or any combination of them: (a) the autocratic pattern of control; (b) laissez-faire administration; or (c) the most desirable one, democratic participation by all personnel in the organization and administration of the school's activities. Within the law and within the administrative framework of the regulations of the central administrative office the principal may lead his school toward or away from democratic procedures.

It is virtually impossible to establish a standard for the distribution of the principal's time that would apply equally well to all cities or to all schools within a single city. However, research workers have found that from studies of current practice, a general pattern exists within which cognizance is taken of the need for individual variations. This general pattern for large and moderate-sized schools allocates from 31 to 51 per cent of the time of the principal to supervision and the improvement of instruction, 20 to 33 per cent to administrative management, 2 to 10 per cent to clerical work, 0 to 21 per cent to classroom teaching, and 10 to 30 per cent to miscellaneous duties.

9. Taking into consideration the findings of the committee for the different classes of principals—high-school, supervising, and teaching—it is concluded that the school principals in Winnipeg are devoting too small a portion of their time to the list of duties designated in the committee report as the supervision of instruction and too great a portion to general administration, personnel management, clerical work, and actual teaching. It is recommended that the solution of the problem be sought (a) in the careful differentiation by the principals between duties that can be performed by other staff members and those that belong strictly to the school head and (b) in the request for additional staff personnel if such is found to be necessary. In the case of teaching principals who spend 70 per cent of their time in classroom instruction relief may be secured through some departmentalization of the middle grades and the use of substitute teachers, a plan now in use to a limited extent. This recommendation merits the careful study of both the principals and central administration, since it may involve budgetary requests which the school board is unable to grant.

The Principal as Supervisor of Instruction

The principal must accept personal responsibility for the effectiveness of the educational program that he administers. Working within the framework and with the materials provided by the Provincial Department of Education and the central administration office, he should make such local adaptations as are desirable and possible, periodically appraise the results of the educational process, and continually seek improvement of instruction.

One-half of the principals replying to the questionnaire study of the committee indicated that they thought the improvement of instruction should come chiefly through individual and group conferences with teachers. This view is too restrictive, for it disregards the valuable assistance that can be given by specialists from the central office.

All principals revealed a good understanding of the means for the enrichment of instructional materials but the replies given for the techniques used in ascertaining the need for enrichment were indicative of a rather restricted diagnostic program. A good program for the educational diagnosis of learning problems of specific groups should include interest questionnaires, preference tests, diagnostic tests, classification of pupils for instruction, follow-up studies, and general orientation courses.

There is a considerable difference of opinion among the principals regarding the flexibility of curricular materials. While it is the statement of the Department of Education that some opportunity exists for local adaptation of the total curriculum, many principals feel obliged to use the curriculum as prescribed by the Provincial Department of Education with as little deviation as possible. Such a situation overlooks the special needs of pupils and community conditions where circumstances necessitate adaptation to special needs. Within the possibilities allowed by the Department of Education and the central administration office, principals should strive to serve their particular pupils and not attempt to fit them to a prepared mold that ill suits their needs.

As the supervisor of instruction, the principal has many important duties to perform in order that his teachers may carry out their functions with increasing effectiveness. The principal is expected to recognize the types of assistance the teachers in his building need and to give them in-service training to meet these needs. Further, it is also his responsibility to report to the central office the needs of his staff for in-service training which he is unable to provide. Most principals who answered the questionnaire acknowledged their responsibility for interpreting the curriculum to their teachers, but the varied responses showed that there is no approved practice generally in use that will reach all teachers. Such an important phase of the teaching process should not be left to local planning or to the initiative of the teacher. Those teachers needing help the most may not seek assistance and aggressive teachers may utilize more than their share of the principal's time. The principal should provide positive leadership and assistance for his teachers. Interrogation and suggestion for individual teachers are valuable, but do not supplant a planned program of curriculum interpretation which reaches all teachers and requires co-operative effort in the solution of problems.

The responsibilities of the school principal in relation to instruction include: (1) participation in the preparation of new courses of study and in curriculum studies and experiments; (2) familiarizing himself with the existing courses of study; (3) co-ordinating the work of the various departments in his building in accomplishing their common objectives; (4) providing teachers with courses of study, curriculum studies, and superintendent's bulletins necessary to carry out the work of the classroom; (5) helping teachers secure reference books, courses of study, supplies, and current materials necessary to carry out prescribed curricula; (6) maintaining a well-balanced library; (7) obtaining clearance from the proper authority before initiating changes in courses of study, graduation experiements, or curricular experiments;(8) assisting the classroom teacher in the execution and implementation of the prescribed courses of study by (a) making frequent classroom visits, (b) helping the teacher improve the quality of instruction in the classroom, and (c) familiarizing himself with the general pupil progress and assisting in its improvement; and (9) assisting the teacher in pupil personnel problems to the end that the classroom work may be effective—such problems would include guidance, counseling, records, health, testing, remedial work, home contacts, and use of community agencies.

The responses of the principals to the question concerning methods of evaluation of the effectiveness of the instruction show that the majority rely upon the comprehensive term examination of the pupil as the main measurement of success or failure. While such tests are important in deciding the results of the school program, the use of pupil-testing as the sole measure is an inadequate approach to curriculum evaluation. Other measures which should be incorporated in the regular program of evaluation are: (a) systematic class visitation, (b) annual survey tests, (c) curriculum unit tests, (d) teacher appraisal, and (e) group conference evaluations. It is not possible in the space allotted to the discussion herein to give specific information regarding the many types of test programs for elementary and secondary schools. Suffice it to say that a thorough study should be made of the uses of achievement, short-answer, and standardized tests and their possible application to the local program. Moreover, the principal should consider the importance of other than unit tests as the means of ascertaining the success of the school program. There must also be included in the evaluation program instruments that will measure changes in the physical aspects of pupils, their mental abilities, emotional and social adjustments, formation of attitudes, and their reactions to the significant aspects of environment and home background.

In light of the findings of the committee and the modern conception of the role of the school principal in the improvement of instruction the following recommendations are submitted.

10. It should be the policy of the central office to provide as many special services toward the improvement of instruction as are needed by principals and as the budget will permit. The principal must be judged by the extent to which he utilizes these resources in the improvement of instruction in his school.

11. The principal is responsible for the subjective evaluation of learning and teaching in his school. As a means of fully discharging this responsibility he should visit classes, confer with teachers and pupils, inspect tests and examinations, provide materials of instruction, interpret these materials to the teachers, and assist in the clarification of the objectives of the teachers in the different grades and departments of his school.

12. The faculty meeting should be utilized by the principal as an opportunity for enlisting the co-operation of his teachers in the improvement of teaching and learning in his school. His leadership in instruction will be measured by the character of the planning and the extent of the participation he is able to secure from his teachers in identifying and solving the instructional problems of his school.

13. The central administration should accept the responsibilities for working with committees of principals and teachers in preparing statements of philosophy and standards of achievement as need for such statements is required. The principal is responsible for interpreting the principles of good teaching to his staff.

14. The central administration should recognize the principal as the educational leader of his staff and work through him in all contacts with his school. As the instructional leader of his school the principal must accept responsibility for winning the support of his teaching staff and for maintaining their confidence in his intellectual and professional leadership.

Responsibility of Principal for the Curriculum

The curriculum in use in the Winnipeg schools is primarily the responsibility of the Provincial Department of Education. This does not mean that school principals have not had a voice in the preparation of the curriculum. To the extent that local school officers, principals, and teachers have shared in the drafting of the curriculum to that extent it tends to become their curriculum.

Even if the curriculum does come to the desk of a principal ready made and he has not participated personally in its preparation, he still is responsible for its functioning in his school. The committee in its report has submitted a detailed analysis of the views of the principals in Winnipeg with respect to the extent to which they exercise their responsibilities for the curriculum. Each principal was asked to indicate whether he accepted specific responsibilities frequently, occasionally, seldom, or never. For example, on the generally recognized responsibility of principals for the interpretation of the curriculum to their teachers the variation in practices is astonishing. The findings reveal that the principals are too much inclined to take curriculum interpretation for granted. Entirely too great a number of principals in Winnipeg appear to abdicate their responsibility completely for the interpretation of the curriculum to their teachers. About half of the principals accept the responsibility at the request of a teacher. Some undertake to interpret the curriculum in general faculty meetings.

The committee findings with respect to the assumption by principals of specific curricular responsibilities, such as the selection of instructional materials for use in local schools, the modification of the curriculum to meet local needs, the adjustment of instructional materials to the needs of certain groups of pupils in particular schools, the evaluation of the effectiveness of the curriculum, the use of various aids to instruction, the use of local resources in instruction, and the like, reveal a situation toward the curriculum and curricular practices which should be a matter of serious concern to the Department of Education, the central administrative officers, and the principals. For detailed discussion reference is made to the committee report in Volume II, since it is impossible here to consider the problem in full.

The lack of awareness of some of the principals toward their responsibilities as instructional leaders in their schools and the great disparity in practices warrant the following recommendations.

15. As a means of developing better understanding of the curriculum and the contributions principals can make to its enrichment and vitalization it is recommended that the appropriate official of the Department of Education be invited to participate in meetings with principals called by the superin-

tendent and his assistants when matters pertaining to the curriculum, instructional materials, and methods of teaching are considered. An exchange of views and the discussion of common problems should lead to the clarification of the role of the principal in the administration of the curriculum.

16. In order to prepare principals for the better use of their responsibilities for the curriculum the central administrative officers should undertake through a series of conferences or a seminar to develop greater unity of views, attitudes, and practices on the part of the principals with respect to the curriculum.

Responsibility of Principal for Pupil Guidance

The modern concept of the guidance function of the principal has progressed a long way from the one-time major emphasis on disciplinary action. Present-day guidance services of diagnosis, classification, information, advisement, and adjustment require trained personnel and specialized precedures for maximum benefit to the child. The results of the questionnaire reveal that many principals still tend to overemphasize their disciplinary responsibilities and that while there is some recognition of the other services, they do not assume the important place in the principal's instructional duties that they should. A well-organized and well-administered guidance program should be a highlight of every school.

That section of the questionnaire which was scored only by the elementary- and junior high school principals gave evidence of a lack of co-ordination or articulation between the sixth and seventh grades, whether these grades were in separate schools or in the same school. This conclusion is drawn from the high rate of disabilities listed for pupils of the seventh grade by the principals and given as reasons for the failure of pupils to make satisfactory school progress.

The answers given by the high-school principals to the question of disabilities were similar to those of the other principals. They, too, decried the unfortunate condition of the pupil who was transferred to their jurisdiction. They, too, had efficient remedial devices but they indicated no great need for guidance services which might correct or remove the disability that they deplored in the pupil. All principals should accept responsibility for the pupils received and should seek to provide experiences through which they may develop the capacities possessed. This problem is fully considered in Chapter XIII.

17. The conditions revealed by the study of the committee indicate the need for a greater emphasis on guidance and the integration of many of the guidance services with instruction and administration.

Community Responsibilities of the Principal

There are many interpretations of what constitutes proper school-community relations. The most simple and the most naive view considers good relations as a product solely of energetic publicity campaigns on critical issues. Unquestionably, the publicity campaign is a necessary feature of a

complete program, useful in presenting bond issues, school building needs, or other specific problems. However, any program of school-community relations which depends entirely on occasional publicity campaigns is woefully inadequate. A comprehensive program should provide continuous publicity; it should go beyond "publicity" to provide a complete understanding of the school situation; it should provide a two-way flow of communication between school personnel and the public; it should go beyond mere exchange of ideas to provide for co-operative planning and study of school and community problems by teachers and citizens.

School interpretation by principals everywhere is a recent responsibility. Formerly superintendents did not encourage principals to participate in the promotion of public relations. In recent years there has been an increasing realization of the importance of the principal as the local interpreter of the educational policies of the school system. Among the means of interpreting the school to the public may be mentioned: reports to the parents, newspaper releases in the commercial press and school newspapers, addresses over the radio and to school assemblies, the observance of special days, school visiting days, exhibits of the products of the schools, and the interpretation of the school to the pupils who in turn interpret it to their parents.

The replies to the questionnaire revealed that the principals of Winnipeg spend about the same amount of time on community responsibilities as do their colleagues in the United States, who average two to five hours per week on community duties.

The imposing array of community, provincial, and dominion organizations in which the principals are officers or members testifies to the fact that the school system is well represented in the activity life of the community. Furthermore, the principals indicated a high degree of effectiveness in achieving a better understanding of the school by the community. They also felt assured that the school had profited through their efforts in local affairs.

18. It is not good administrative practice to allow the individual principal so much freedom in his school-community relations that he may neglect adequately to inform his community regarding the policies of the system. In order to avoid overemphasis on school-locality relationship it is recommended that general policies be developed by the central administration for the cultivation of school-community relations for the guidance of principals in their responsibilities to the school system as well as to their particular communities.

Relations of Principals with Nonprofessional Administrators

The managerial duties of the principal include: business duties with respect to supplies, equipment, budget, and extracurriculum finance; the establishment and maintenance of good libraries; and the administration of the school plant.

The Winnipeg principal has the authority to requisition, within his budget allowance, any supplies and equipment needed, whether on a standard

list or not, subject to central-office approval. The question of approval is governed very largely by financial exigencies; however, the principal is expected to use good judgment and to base his requisitions on actual needs. It has been suggested in a previous section of this report that in matters of extracurriculum finance a more systematic procedure of keeping records and reports is needed. This can be achieved through the establishment of uniform records and annual auditing by an officer of the board.

As judged from the replies of the principals, the administration of the libraries, books, and materials is highly successful. The library should be used to enrich the curriculum. Supplementary books for each unit of the curriculum are reserved in the general library for pupils, decentralized classroom libraries are provided by the general librarian on the request of teachers, and training in the use of the library is provided for all pupils.

The situation found in Winnipeg with respect to the administration of school buildings is not typical, but is one that is found in some cities of the United States. The control of the school buildings, during non-school hours, is transferred from educational jurisdiction to that of the Director of Recreation of the Parks Board. Any use of the building by school personnel requires a permit which is granted by the Director of Recreation through the Building Department of the central office. This matter is receiving consideration by the administrative officers and the board. During school hours, the caretaking staff of the Building Department is requested to co-operate fully with the principal, and apparently does so, as judged by the principals' replies to questions directed toward that fact.

At first glance this administrative arrangement might seem to foment friction among the principal, Building Department, and caretaking personnel with resulting unsatisfactory care and use of the building and grounds and the general lowering of school morale. Despite these point of potential friction which are fraught with possibilities for misunderstanding and strife, conflicts in relations are avoided through the reduction of petty politics to the minimum, and the exercise of good sense by administrators who achieve effective functioning in administrative situations which possess inherent possibilities for maladministration and dissension.

With respect to the procedure for obtaining the use of the building during non-school hours, 70 per cent of the reporting principals found the present practice satisfactory, 25 per cent found it unsatisfactory, and 5 per cent vacillated between approval and disapproval. Most of the objections stated by the 25 per cent who found the practice unsatisfactory could be met through more careful planning on their part for the use of the building during non-school hours.

The plan for co-operative relations between the principal and the caretaking staff seems to have nearly 100 per cent approval from the principals. This speaks well for the high quality of personnel on both staffs.

19. The definition of relations between the principal and nonprofessional administrative officers should be included in the proposed administrative handbook and the procedures to be followed by the principal in case of misunderstanding or conflict clearly explained.

Responsibility of Principals for Democratic School Administration

The committee made an extensive study of the participation of students in the administration of the schools of Winnipeg. The principals indicated in their replies to questions of the committee that they were free to formulate and carry out a program of participation in accordance with the interests and needs of the pupils of their respective schools. Only in the case of radical departures do they feel constrained to consult with, or obtain the approval of, the central administrative office.

The phase of the problem under consideration here is student participation in school control. Most frequently pronounced objectives of such an activity are: (a) to allow pupils to participate in or to manage extracurriculum affairs; (b) to develop student responsibility, initiative, and leadership; (c) to promote proper student-faculty relations; (d) to furnish citizenship training; (e) to promote general welfare; (f) to aid in the internal administration of the school; (g) to provide for pupil expression; and (h) to furnish a working model for training in the responsibilities of government.

A great change in the attitude of administrative officers generally toward student participation in school administration has taken place in the last twenty years. A similar change in their attitude toward teacher co-operation in the solution of school problems has also taken place in the same period of time.

The apparent difficulties encountered in the past in securing the co-operation of pupils and teachers in the solving of school problems has been due not so much to faulty technique as to the lack of a correct philosophy of co-operation on the part of administrative officers. Indeed, the numerous failures of student-government projects and the inability of administrative officers to secure the wholehearted participation of pupils and teachers in solving school problems reveal very clearly that the conception of co-operation generally held by administrators has been one-sided. By this it is meant that the students and the teachers have had to co-operate on the administrators' terms or not co-operate at all.

There is little wonder that both students and teachers have declined to co-operate on such a basis. The reason for the refusal is clear, namely, that the proposals to co-operate have usually been lacking in mutuality. Before any plan of participation, however perfect in conception, will work, it must possess a mutual appeal. All parties concerned must see it as an adventure in reciprocity.

There is nothing new or strange in the attempt to solve school problems through the co-operative endeavors of administrative officers, teachers, and

pupils. Education itself is a co-operative process. Administration in order to accomplish the desired results must likewise provide for co-operation. If these generalizations are true, then why should the enlistment of co-operation in solving school problems provide the serious difficulties which have been so frequently experienced by administrative officers in the past? The obstacle has evidently been the absence of the right philosophy of school administration.

The basic difficulty in the administrator's philosophy has been the failure to recognize that in a school situation there are two distinct types of co-operation, one of which is more difficult to secure than the other. Most initial efforts to enlist the co-operation of pupils and teachers have been in the difficult area. This probably accounts for a considerable number of failures in securing the enthusiastic participation of pupils in solving school problems.

The difficult type of co-operation is that which must be secured in a society organized along hierarchal lines. The principal of a school cannot share his responsibility for administration fully with teachers and pupils, since he does not possess the authority to do so. Since he does not stand at the top of the heirarchy of school officers in the school system he cannot delegate authority which he does not possess. The restrictions which must be employed by administrators in sharing responsibility are frequently not understood and as a result become the issue which defeats the efforts to secure participation. To illustrate, the principal of a school may think that it would be a good plan to invite his teachers and pupils to co-operate in finding a solution to a question under consideration by the Board of Education to abandon interscholastic soccer which for several years has not been self-supporting and which if continued will require the sacrifice of other activities of greater worth to the school. All are willing to discuss the question but they also want the authority to settle the issue by a majority vote. They do not recognize that the legal responsibility and the authority for making the decision rest with the Board of Education, the members of which may occasionally be willing to grant to the students and teachers the right of discussion and recommendation but not the authority to make the final decision.

The students and teachers thus suffer from the same erroneous philosophy of co-operation which has frequently been characteristic of the administrative officers. They are willing to co-operate on their own terms but not within the limits of their true responsibilities. They are willing to discuss the issues, but they insist on the right to settle the matter by majority vote. They are unwilling to trust the decision to the legally constituted representative body, the Board of Education. They fail to recognize that responsibility and authority should always be commensurate. They have not been correctly instructed regarding the nature of co-operation under an hierarchal organization. They know only the easy second type of co-operation which obtains in situations where a vital relationship between responsibility and authority is not involved, such as organizing a stamp club, getting up a class party, planning a hiking trip, and the like.

To illustrate further, the principal of a school is empowered and required by the superintendent's instructions to maintain disciplinary control.

Authority is conferred on him to execute the powers which he is required to assume. However, he finds it difficult on account of the size of the school to supervise closely the conduct of students during intermissions in the corridors and on the grounds. In the past he has always assumed the responsibility for such supervision. Gradually the task has become too great for him and he now finds that the standards of student conduct have deteriorated and are rapidly growing worse.

In his dilemma he appeals to his teachers for assistance but finds them unwilling to assume responsibility for disciplinary matters outside their classrooms. He lectures the pupils in assembly regarding their standards of behavior and asks for their co-operation in effecting improvements, but without results. In his helpless situation he projects a student-government organization, and selects a number of student monitors who are assigned to stations with instructions to watch and report. The assignments, although difficult and distasteful, are accepted because of the authority of the principal. However, co-operation at best is only half-hearted and the responsibilities assigned are not efficiently carried out with the result that the project is generally characterized by students and teachers as unsuccessful and is admittedly unsatisfactory to the principal.

The obvious difficulty is the absence of mutual interest in the plan and the imposing by the principal of responsibility without commensurate authority. Under the conditions it is unreasonable to expect wholehearted co-operation. Self-respecting students refuse to become stooges for the principal. Without a definite commitment of authority and a willing acceptance of the responsibility conferred, co-operation is not reciprocal. Not only so, but the nature of the co-operation must be fully understood by both the students serving as monitors and the students whose participation the monitors are expected to enlist. The project described was doomed from the beginning because of erroneous philosophy.

Many well-intentioned plans of student participation in school administration have been abandoned for reasons similar to those just given. Later the same administrators may turn to the easier type of co-operation and make a beginning with some student project in which the question of the relation of responsibility and authority is not a matter of concern. This example may then spread to other student projects until in the course of time the benefits of reciprocal co-operation between administrators on the one hand and teachers and students on the other are realized and appreciated. At this point the nature of co-operation in an hierarchal organization may become intelligible and an organization can be perfected in which the relation of the age-old principle of the commensurateness of responsibility and authority is recognized and understood.

Students suffer a great loss in training for life in democratic society if they learn to co-operate only on their own terms. If they fail to acquire experience and to develop habits of co-operation within the school hierarchy they will have acquired little basis for co-operation in the hierarchy of democratic government. The individual to be a good citizen must be able to take stock of his responsibility and authority as a citizen and must accommodate

himself emotionally to a level of functioning on which he does not exercise authority in excess of his rightful responsibility.

It is within the power of the school to provide the training needed by individuals in democratic society through co-operation in solving school problems. This cannot be done merely through the distribution of responsibility without commensurate authority among the school personnel and then expecting wholehearted co-operation. The beginning can be made in co-operative planning. For example, the administrator may say to his teachers and students, "Here is a problem that seriously concerns our school. I would like to know what your views are regarding it. Talk it over. Deliberate about it and consider it critically. Propose a plan in which you are willing to share responsibility commensurate with authority in working out the solution to the problem. We shall then consider it together and attempt to develop a final plan which will utilize all concerned in a co-ordinated, co-operative effort."

The school hierarchy now faces a common problem and learns to co-operate appropriately under guidance in effecting a solution. Each level contributes within the limits of its responsibility and authority. The understanding of the problem reached through planning becomes the basis of effective co-operative action. This is the type of training which is essential for life in a democratic social order.

The literature which deals with the conceptions of teachers regarding the co-operative solution of school problems reveals a lack of understanding of the relation of responsibility and authority within the democratic hierarchal organization. To illustrate, a teacher spokesman for democratic practices in school administration maintained that "Person for person a principal or a superintendent of schools should have no more authority than any teacher in the system." Why the individual did not include the pupils occasions some amazement. The statement would be ludicrous, if it were not for the fact that the individual who made the statement has a responsibility for training pupils for co-operation under a form of government where authority is determined by the degree of responsibility with which the particular individual is clothed.

It is important to point out also that training in co-operation cannot be effectively provided merely through the delegation of tasks. Task delegation without guided planning abandons training in co-operation to trial and error chances. Guided planning results in the clarification of purposes, the understanding of issues, and the rationalization of procedures. It results in the development of the appropriate mental set for co-operation within the limits of the individual's responsibility and authority.

Some administrators hold that the method of planning as a basis of co-operation in the solving of school problems is too slow; that it is more efficient for the administrator to delegate tasks and to hold the individual concerned strictly accountable for the efficient performance of his task. However, effective co-operation cannot be secured by the last named method, since the training factor of guided planning is overlooked.

The school areas in which reciprocal co-operation is possible include virtually every phase of organization and administration. The areas in which

teachers and pupils will co-operate most effectively without persuasion are in matters pertaining to their own welfare. While this is true and may readily become the point of departure in schools seeking to develop co-operation on the part of teachers and students in solving school problems, no area of school administration need be barred, especially if guided planning and free discussion are permitted and responsibility not out of harmony with authority is to be assumed. The challenge to the schools recently to aid in the nation's war efforts provided opportunities for teacher and student co-operation in solving large scale administrative problems never before experienced by the present generation in secondary schools.

It is not necessary for the teachers or the pupils to make the decision which is the recognized responsibility of the principal to engage in meaningful and wholehearted co-operation. Merely to share in reaching the decision is sufficient. A school administrator in the United States in discussing this question recently said:

> There is no formula according to which decisions with regard to the fate of an idea can be made in such a way as to achieve the desired results. At this point of deciding the fate of an idea, administration becomes an art and not a science. But, although no formula can be given, it is possible to describe what it is that is desired. The type of decision that is desired is a shared decision—not your decision or my decision but our decision. Such decisions come about only after there has been a careful consideration of all the related facts that can be cited by the teacher and by the administrator. The reciting and weighing of these facts will of course increase greatly the likelihood of agreement. But these processes in no sense guarantee that there will always be agreement. All of us know that there are innumerable instances in which decisions must be made while there is still essential disagreement between the parties involved. The question that should concern us is: Can these be shared decision? I believe all of us know from experience that they can be. But no one of us can adequately describe just how such situations can be handled to produce shared decisions. Certainly they don't result if the administrator always casts the deciding vote because of the power and responsibility vested in him. Neither do they result from one of the two parties always being a good fellow and giving way to the other. Perhaps we can do no better than to say that we do know shared decisions are sometimes made even when the two parties concerned still disagree.[1]

20. The principals in Winnipeg in harmony with the philosophy of participation set forth in this section should regard their schools as laboratories for the training of citizens. As directors of these laboratories they should check themselves as to the soundness of their philosophy of student participation in school government and strive to organize and administer their

[1] C. L. Cushman, "In-service Training of Personnel for Effective Participation in City School Administration," Democratic Practices in School Administration, p. 76. Chicago: University of Chicago Press, 1939.

schools so that their pupils may harmonize the principles of democracy learn in their classes with the administrative practices of their schools.

Responsibility of Principal for Improvement of Study Habits of Pupils

Analysis of the disabilities of pupils in study habits on admission to the seventh grade as viewed by the elementary- and junior high school principals reveals a serious need for a better understanding of the objectives of education and the means of realizing these objectives. Nearly a third of the principals reported that pupils frequently were unable to follow a definite plan of study, that they had a vague conception of study, that they were unable to organize material in response to questions involving thinking, and that they did not spend enough time in study. While many measures were reported as adopted by different principals to improve the study habits of pupils and to encourage teachers to give special attention to the cultivation of good study habits, the findings indicate that some of the principals are dealing only superficially with the problem. This is shown by the tendency of these principals to hold the pupils responsible for their disabilities and not to employ vigorous methods of helping teachers to diagnose pupil difficulties and to apply remedial measures.

Practically all of the high-school principals report the same disabilities in study habits indicated by the elementary- and junior high school principals. Although reporting the employment of measures to remedy the condition, the measures for the most part are general, such as requiring or instructing teachers to give individual attention or special instruction to pupils possessing disabilities in study. Since only a few of the principals indicated the use of specific measures which would give promise of producing results it must be inferred that the principals due to lack of interest, time, or special facilities do not meet this problem with sufficient vigor. This problem merits the attention of the assistant superintendents.

21. The recommendation is offered that the appraisal of study habits and reading should be made in the early intermediate grades and if disabilities are discovered that a serious effort be made to diagnose the causes and to apply corrective and remedial measures designed to produce the effects desired. Further appraisal should be made at the beginning and end of the junior high school as a basis for counseling and guidance as well as the application of remedial measures. Principals who recognize the existence of disabilities in the fundamental skills of learning should utilize the resources of the central office in making a concerted attack on their problems.

Responsibility of Principal for His Own Efficiency

Careful study of the findings of the committee on the responsibilities of the principal reveals an awareness on his part of conditions in the schools which require improvement. This calls for self-stocktaking by the principal himself. If he finds himself unable to deal efficiently with school problems which he recognizes, the solution may require further training or retraining on his part in order that he may cope with his problems.

The principal must be a student of education and educational problems. The agencies through which he will accomplish the best results for himself are professional and nonprofessional reading, professional associations, school visitation, and the cultivation of a scientific attitude toward education. He must lay out for himself a personal program of professional improvement which involves the budgeting of his working and leisure time to the end that he may read extensively and acquaint himself with the findings of research in his field.

He must find time for the analytical study of his duties and responsibilities and the appraisal of the work and activities of his school. On the basis of a broad factual knowledge of his position he can project plans of a professional character. He must find time to develop intensively some special phase of administration as a means of averting the demoralizing effects of general work. If his program for professional growth is voluntarily imposed, whether the motivation is professional ambition or the desire to improve the quality of his service, real professional growth will result.

CHAPTER IV

THE SCHOOL PLANT: ITS DEVELOPMENT, MAINTENANCE, AND OPERATION

Introductory Statement

The school plant is a broad term which is used to include buildings, site and equipment. These features of a school system should be planned to provide efficiently for the educational program and the needs of the district. Becaus the school population, the educational program, and the needs of the community are subject to change, the school plant seldom fully meets the requirements ex pected of it. In order to reduce the disparity between the existing school plant and the services it is expected to provide, plant modification and development are from time to time required. The solution of this problem is made possible by law which enables a school board to include in its annual tax levy appropriations for the maintenance and improvement of its school plant an with the approval of the electorate, to enact by-laws for the enlargement or r placement of buildings, sites, and equipment.

Since the school plant is a long-term capital investment of the community and is usually provided through bonded debt the general tendency, especially i districts with somewhat gradual growth, has been to permit parts of the school plant to become fully depreciated before steps are taken toward replacement. As a result, half or more of the school plant in many districts is not infrequently found to be substandard and out-of-date before the community becomes aware of the fact that its outmoded school facilities are a handicap to school services which have undergone development with educational and community chang

Such a condition with respect to the school plant in any community should be viewed as a danger signal to urgent action. Insentience to plant inadequac may result in serious losses to the children whose education is secured under an inferior school environment. Try as earnestly as they may, administrative officers and teachers cannot fully compensate for the substandard learning environment of outmoded school buildings, restricted school grounds, and antiquated equipment. The effect on school children of substandard classroom lighting can be fully appreciated by anyone who will take the pains to compare the working conditions in schools with a low level of lighting and in schools with a high level of lighting. The lack of sanitary toilet facilities generally characteristic of obsolete buildings; of proper lunch facilities; of provision for indoor and outdoor recreation and physical education; of modern facilities for library, arts and crafts, music, science, visual aids, and the auditorium arts are recognized all too frequently only after several generations of children have been deprived of the opportunities which the community is responsible for providing.

While all the school buildings of a particular community cannot always bear a recent construction date, they can, if functionally planned, remain modern in many respects until well advanced in depreciation. Too many school sites have been selected in the past without full consideration of educational and community needs, too many buildings have been constructed from hastily prepared plans, and the school equipment is all too frequently that which has survived the wear of many years of usage. School plants so constructed and equipped are frequently well advanced in depreciation before they are even available for use.

In order to avoid the continuous adaptation of the school organization and educational program to plant restrictions, long-term planning based on community problems and educational needs is required. It is the purpose of this chapter to present some of the issues and needs basic to the development of the school plant in Winnipeg. These issues and needs have been painstakingly studied by the school architect, Mr. W. A. Martin, and his associates on the general committee. Their findings will appear in Volume II of the Survey Report.

Age of the School Plant

The age of the original units of the school buildings now in use in Winnipeg is shown in the following table. Twenty-two of these units have been enlarged by additional units. The age of the additions ranges from one to fifty years, the average being twenty-five years. Thus it is seen that the present

TABLE 1

AGE IN YEARS OF PUBLIC SCHOOL BUILDINGS IN USE IN WINNIPEG

Age in Years	Number of Buildings
55-57	4
50-54	4
45-49	6
40-44	8
35-39	10
30-34	7
25-29	16
20-24	3
15-19	3
10-14	1
Total	62

school plant of Winnipeg has been constructed during a period of approximately sixty years. Eight buildings now in use as schools are from fifty to fifty-

seven years old. Six other buildings, although bearing construction dates ranging from 1901 to 1906, are similar in type to the first group of buildings and are advanced in obsolescence to about the same extent. All of these buildings are hazards to the general welfare of the pupils and teachers who are housed therein. The fire hazard has been reduced to a considerable extent by providing spiral tubular fire escapes and by requiring frequent fire drills. In spite of these precautions, serious panic hazards still exist, which cannot be eliminated. The buildings are of three storey design, with basements containing the heating plant and toilets. The buildings have steep stairways of the type no longer approved in modern school construction. Furthermore, all these buildings are of Class D construction, that is, mill construction with fire resistive walls only, except the additions to several of the buildings which are of Class C or B construction. These fourteen buildings, namely, Aberdeen No. 1, Argyle, Fort Rouge, Gladstone, Isbister, Machray No. 1, Mulvey, Norquay No. 1, Alexandra, John M. King, Pinkham, Somerset, Strathcona, and Wellington are fully depreciated. The total initial cost was low, around $525,000, or less than $100 per pupil housed. Distributed over fifty years the cost of these buildings has amounted to less than two dollars for each pupil accommodated per year during the period the buildings have been in use, or a capital cost of around one cent per pupil per day.

The expense of maintaining fourteen buildings in the future will be out of all proportions to their original cost. The annual repair bill would no doubt more than provide the interest charge on the money required to replace them. The following recommendation is therefore warranted.

1. It is not good public policy for a modern city to house its school children in outmoded school buildings. The effect of the environment provided by the fourteen buildings mentioned on the physical, mental, and aesthetic development of the children (approximately 6,000) who are housed therein during the formative period of their lives is unfavorable and is a definite obstacle to good education. The fourteen buildings should either be razed and rebuilt or relocated and buildings constructed on new sites as soon as possible. The buildings are a liability not only to public education in Winnipeg but also to economic and civic progress. The survey staff recommends that the Superintendent of Schools and the Building Commissioner formulate a replacement program for these fourteen buildings for the early consideration of the school board and that the board give this problem the consideration which its gravity warrants.

Depreciation of School Plant

Even when the school board replaces the fourteen old buildings designated in the foregoing section it will have a second group of eight buildings around forty years old which are also fully depreciated, and a third group of ten buildings rapidly approaching full depreciation—now 35 to 39 years old.

Class C construction has fire resistive walls, corridors, and stairs; Class B construction has fire resistive walls, floors, stairs, and ceilings.

The figures of the school auditors published in the annual report of the school district show that the entire school plant on December 31, 1947 was approximately 80 per cent depreciated. Of course, the board may have to use many of its buildings after they are fully depreciated because of the present high cost of construction and the limited financial resources of the district. But this will greatly increase maintenance costs, if the buildings are to be kept in reasonably satisfactory condition for school use.

The people of the district ought not close their eyes to the fact that they are confronted with an enormous problem of school-plant replacement and rehabilitation which will require many years to solve before their children can have plant facilities commensurate with the needs of modern education. The solution is further complicated by the rapid increase in the school population resulting from the general increase in birth-rate between 1941 and 1948 and by the rapid increase in new home units in the district. The increase in children from these sources will greatly enlarge the elementary-school enrolment which is expected to reach a peak around 1954. The junior high school enrolment is expected to reach a new maximum around 1957 and the senior high school around 1960. The resulting needs for additional plant facilities will be most acute between 1954 and 1960. The Winnipeg school district is therefore faced with the problem of providing new school buildings for its rapidly increasing population as well as the replacement of obsolete buildings and the high cost of maintaining buildings rapidly approaching obsolescence.

2. The survey staff recommends that the school board develop a long-term program (a) of erecting new buildings when and where needed, (b) of replacing obsolete buildings hazardous to the health and safety of the children, and (c) of reconditioning some of the better old buildings, provided the structures can be greatly improved without excessive cost and their period of future service extended sufficiently to justify the expenditure required for the necessary rehabilitation. On all these matters the board must rely very largely on the judgment of the Superintendent of Schools and the school architect. In reaching a final decision the board must be guided by the supporting factual data prepared by its executive officers.

Forecast of Future Enrolment

On the basis of statistical data for births less deaths for the years 1924 to 1947, inclusive, and the prediction of births less deaths for the years 1948 to 1954, inclusive, supplied by Mr. A. G. Lawrence, Secretary and Statistician of the Health Department of the City of Winnipeg, Superintendent Pincock has been able to compile age data of children in Winnipeg which make possible the prediction of school enrolment to 1960. The prediction is supported by carefully prepared enrolment records kept for the schools of the Winnipeg district by the school superintendents for many years. The procedure used by Superintendent Pincook is herewith described. His tabulations are included in the report of the committee in Volume II.

Because at seven years of age attendance at school is compulsory, and because the ages reported are at the end rather than the beginning of the school year, the effect of the birth-rate on enrolment is most clearly seen by comparing the seven-year-olds in a given year with the births of seven years previously. The number of seven-year-olds in the public schools at the end of June in a given year is estimated as 85 per cent of the births seven years previously. This figure is an average for the years 1932 to 1947, inclusive.

The seven-year-olds of each year from 1948 are predicted by taking 85 per cent of the births seven years before.

Experience shows that the enrolment of the seven-year-old pupils persists with very little change up to fifteen years. If anything, there is a slight upward bulge in the curve between seven and fifteen years. For the purpose of this forecast it was assumed that the enrolment of seven-year-olds for a given year would be the same as eight-year-olds for the next year, as nine-year-olds two years after, and so on, until fifteen years was reached. At sixteen years there is a significant drop. For the past ten years the sixteen-year-olds are on the average 80 per cent of the fifteen-year-olds of the previous year; the seventeen-year-olds, 66 per cent of the sixteen-year-olds; the eighteen-year-olds, 37.8 per cent of the seventeen-year-olds; and the nineteen-year-olds 22 per cent of the eighteen-year-olds. Because of the tendency in recent years of pupils to remain longer in the school these figures have been corrected upwards. The seventeen-year-olds have been estimated as 70 per cent of the sixteen-year-olds; the eighteen-year-olds, 48 per cent of the seventeen-year-olds and the nineteen-year-olds, 25 per cent of the eighteen-year-olds. A flat figure of thirty has been used for the twenty years and over group. Any change here would not be significant.

The six-year-olds are estimated as 67 per cent of the births six years previously. This is based on experience since 1931. The five-year-olds are controlled largely by board policy in establishing kindergartens. Kindergarten classes have not yet been established in all schools. It is presupposed that as rapidly as new schools can be built, accommodation for kindergarten classes will be provided. The figures for five-year-olds should show steady increase until 1951, and unless the age of admission to kindergarten is lowered, are expected to remain constant at about 1,800 for some years to come

Between 1930 and 1947, the lowest total enrolment was reached in 1945—29,854. This is the result of the steadily declining birth-rate during the thirties, which continued until around 1940 when it was arrested by the increase in marriages brought about very largely by the world war. The great increase in birth-rate since 1940 will affect school enrolment in the elementary grades from 1948 until 1956, in the junior high school from 1954 until 1960, and in the senior high school from 1957 until 1963.

Predicted enrolments in kindergarten and elementary grades, in junior high schools, and in senior high schools are presented in Table 2 for the period 1948 to 1960, inclusive. Using the enrolment for 1947 as a base, it

TABLE 2

PREDICTED ENROLMENT IN ELEMENTARY, JUNIOR HIGH, AND SENIOR HIGH SCHOOL, 1948-1960

Year	Predicted School Enrolment			
	Elementary	Junior High School	Senior High School	Total
1948	18,299	7,363	4,786	30,448
1949	19,219	7,206	4,315	30,740
1950	20,375	7,058	4,088	31,521
1951	21,612	6,984	4,014	32,610
1952	23,028	6,955	3,951	33,934
1953	25,049	6,922	3,858	35,829
1954	26,570	7,415	3,742	37,727
1955	27,521	7,977	3,897	39,395
1956	27,791	9,049	3,805	40,645
1957	28,648	9,700	4,321	42,669
1958	27,742	10,174	4,814	42,730
1959	26,976	10,676	5,537	43,189
1960	25,465	11,708	5,607	42,780

is seen that the elementary-school enrolment is expected to reach a peak in 1957. The anticipated increase in 1957 (28,648) over 1947 (17,610) is 11,038, or an average increase of over 1,100 pupils per year for the ten-year period. In order to accommodate these pupils the board would need to provide a minimum of thirty new classrooms a year, or approximately three hundred new classrooms for the decade, assuming that the classroom space in the present plant is fully utilized. The enrolment in the junior high school is expected to increase from 7,733 in 1948 to 11,708 in 1960. The accommodation of this increase will require about 113 new classrooms. These will have to be provided between 1955 and 1960 when the rapid increase in enrolment will occur. The enrolment of the senior high schools is expected to decline slowly until 1957 as the result of the decrease in birth-rate during the decade, 1930-1940. After 1956 the senior high school enrolment should increase rapidly until 1963 when it should be approximately 1,000 above the figure of 5,279 in 1947. The high-school figure in the judgment of the survey staff is extremely conservative, since it does not take into account fully the general increase in the popularization of secondary education which is taking place on the North American continent. Furthermore, if the survey recommendations pertaining to secondary education are carried out, the enrolment by 1963 might increase as much as 2,000 to 2,500 above the 1947 figure. By that time present high-school facilities would be so obsolete that considerable replacement would be required.

3. The findings reveal a situation which necessitates the most careful consideration by the members of the school board if the school plant is to meet the demands of the next decade for the accommodation of the children of the district. It is fortunate that the board does not have to face the problem of plant enlargement at all grade levels at the same time. By concentrating on facilities for the elementary schools first, it should be able to solve these problems before need for increased junior and senior high school facilities becomes urgent, especially so since provisions have already been made for the greatly needed vocational high school.

The sixty-two public school buildings in Winnipeg have a total of 1,058 rooms used for the accommodation of pupils. Practically all of these facilities were in use in 1947-48. In many of the schools the facilities are used virtually every period in the school day. Greater utilization of the facilities could be obtained only through the lengthening of the school day or through the adoption of half-day sessions. The lengthening of the day is not feasible for elementary schools, and parents strenuously object to half-day school. The room size in elementary schools is generally small as compared with urban schools in the United States. The majority of the classrooms are less than 24' x 30 and many of these are less than 24' x 28. While classroom enrolment can be increased beyond the present average of around thirty-five, the effect on pupils and on the educational program is undesirable.

Most of the special rooms listed in Table 3 are undersized for the

TABLE 3

FACILITIES PROVIDED IN SIXTY-TWO PUBLIC SCHOOLS IN WINNIPEG

Facilities	Number
Regular classrooms	787
Kindergartens	35
Shops	45
Home-economics laboratories	44
Science laboratories	35
Music rooms	16
Libraries	35
Auditoriums	12
Gymnasiums	11
Auditorium-gymnasiums	21
Miscellaneous	17
Total	1,058

purposes for which they are used. A considerable number might be characterized as improvised out of space planned originally for other purposes. Kindergartens, for example, should generally be double the size of regular

classrooms. In Winnipeg most kindergartens are converted classrooms and are the same size. Practically all gymnasiums and auditorium-gymnasiums are undersized. Many serve the purpose inadequately, although all have a very high percentage of utilization.

In general it must be said that the school plant is used at present to near capacity and in most buildings beyond desirable capacity. Further crowding except in a few buildings would mean lowering the standards of education and increasing hazards to the occupants.

4. As an emergency measure overcrowding can be resorted to but not condoned. The utilization of some buildings (probably fifteen in all) can be slightly increased by transporting pupils. This can scarcely be considered as a solution to the problem of increased building utilization. The board must plan either to increase facilities through additional construction rapidly or to resort in the near future to half-day sessions in some schools.

New Classrooms Needed

It has been shown in a previous section that the schools of Winnipeg will have to accommodate an increase in school enrolment by 1960 in excess of 12,000. By 1950 approximately eighty additional classrooms will be needed to accommodate the expected increase in elementary-grade pupils (average thirty-five pupils to the room). In 1957 when elementary-school enrolment is expected to reach the peak for the decade 1950-1960, approximately two hundred additional classrooms will be required. Enrolment in the junior high school is expected to increase approximately 2,000 by 1957 and an additional 2,000 by 1960. This increase in enrolment will require approximately 125 new classrooms plus the other special facilities which pupils of these grades should have.

The completion of the vocational high school should provide sufficient accommodations for senior high school students to 1960 unless an unexpected increase occurs in the percentage of youth who elect to attend senior high school. However, present senior high school plant facilities are decidedly substandard and ten additional years of depreciation will make some of these plants by 1960 far less able to accommodate an increasing load of students than are the plants today. In fact, the board may have to face the problem of reconditioning or remodeling some of the high-school plants before 1960.

5. The findings of the survey staff show that the school board should plan to enlarge elementary-school accommodations for an increase in enrolment of approximately 10,000 pupils by 1957 and for an increase in junior high school enrolment of approximately 4,000 by 1960. This necessitates an increase of approximately four hundred classrooms between 1948 and 1960 plus the special facilities which modern elementary and junior high schools require.

New Types of Schools in Winnipeg

One new elementary-school building (River Heights) and one addition (George V) are nearing completion and construction has been started on two elementary schools (Weston and Sargent Park). The By-Law for the Technical High School was approved in the autumn of 1947 and plans have been prepared for this building. When these five buildings are completed they will be the first school buildings to be erected in Winnipeg since 1937 (Dufferin) except two additions—Sir John Franklin in 1937 and Riverview in 1947-48. These facts are mentioned to show that there was very little new school construction during the decade 1937-47. Approximately ninety per cent of the completed school buildings in Winnipeg are now over 25 years old. Twenty-two, or 35 per cent of the sixty-two buildings, are already fully depreciated according to the report of the school auditors who depreciate non-fireproof buildings at $2\frac{1}{2}$ per cent of the cost per year.

The school board is thus confronted with a continuing building problem, which will strain the resources of the district for a number of years. With a rapid increase in enrolment impending and with so many obsolete buildings in need of replacement, the board must formulate a building program which not only provides for the replacement and rehabilitation of obsolete buildings but also for the construction of new buildings in rapidly growing neighborhoods where building facilities do not at present exist.

The buildings recently completed or under construction are a new departure for Winnipeg in school architecture. The planning of these buildings has been in line with the findings and recommendations of the City Planning Commission, which recommends the functional planning of new school buildings to provide for school and community needs.

A school building is no longer conceived as a structure which provides services for children only six hours a day for five days of the week and is then closed the rest of the week. The building should be available whenever needed as a neighborhood center for the adults of the community who desire to use it for educational and recreational purposes. Furthermore, the school grounds should be available for use by children or adults of the neighborhood for recreational purposes when school is not in session. On the basis of wider use, the district can justify greater expenditures for school sites and school buildings.

Some people may criticize the new type of construction as innovative in design, as providing luxurious facilities, and as costing more than the community can afford. Before anyone reaches a fixed conclusion regarding this matter, he should visit one of the new plants and evaluate the facilities in terms of modern requirements. It is not the intent of the school leaders and the board that the facilities in these new buildings shall stand idle and unused when school is not in session. It should be remembered that education is not restricted to the work of the classroom. The community is a force in the education of children as well as the home, the church, and the school. The

learning experiences acquired by the child in the streets while seeking his inherent right for a place in which to play before or after school hours and during vacation may influence his character negatively or positively as much or more than the other institutions on which he is dependent.

6. The survey staff commends the school board and its executive officers for their efforts to embody the neighborhood concept set forth by the Metropolitan Planning Committee and the Winnipeg Town Planning Commission in the plans for its new schools.

> The standard for public schools, playgrounds, parks, and recreation areas are based upon the principle that the elementary public school and its playground, together with a quiet park, should be the centre of neighborhood affairs. This neighborhood concept originated in England and is accepted today by planners in Europe and America as the best foundation for urban residential development.
>
> The neighborhood itself is conceived to be a unit of such size that one public school, located near the centre of the area, can serve adequately the scholastic needs of the elementary-school population. Major and secondary thoroughfares, rivers, and other natural boundaries should skirt these neighborhood areas rather than bisect them, so that there may be free pedestrian movement to and from the neighborhood centre, without detour and without the hazard involved in crossing main streets.
>
> It is also desirable that the public school and surrounding grounds, as well as being the centre of learning for children, should be developed as the social centre, with the school gymnasium and auditorium open after school hours for cultural, vocational, and recreational activities of adults as well as of youth and children. The enormous investment already made in schools, playgrounds, and parks will undoubtedly increase with greater use, but too much has already been expended to permit the limitation of activities to hours of school sessions.
>
> Development along the lines of this concept is essential to reawaken interest and increased participation in neighborhood activities. The development of neighborhood consciousness and pride is fundamental to achieving sound urban social relationships, and to halting the decay and decentralization process so evident in our cities today.[2]

Many modern features new to school construction in Winnipeg have been incorporated in the buildings recently completed and in those for which plans have been approved. Some of these features which are embodied in the River

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[2]Preliminary Report on Neighborhoods, No. 5 of Master Plan Reports, p. 41. Prepared Jointly by Metropolitan Planning Committee and Winnipeg Town Planning Commission, 1947.

Heights School are: larger classrooms (24' x 32'), larger kindergarten (29' x 40'), larger library (24' x 35'), larger auditorium-gymnasium (61' x 92' with stage (24' x 65'), showers and dressing rooms for both boys and girls, and sizable storeroom. Adjacent to the auditorium-gymnasium is a community kitchen. The ceilings of classrooms and corridors are acoustically treated and the floors are covered with asphalt tile. The rooms are appropriately lighted and decorated creating a most pleasing environmental effect. The exterior of the building is plain but attractive and it harmonizes admirably with the general home construction of the area. Little is lacking in the building which is needed in modern elementary schools of today.

The building compares favorably with modern elementary schools in urban communities in the United States. While it is much more complete in its internal facilities than the older buildings in Winnipeg, it cannot be characterized as having any facilities which will not find general use by school and community. The school architect and others who participated in the planning of the River Heights School took pains to make it a building which provides for the functional needs of a modern educational system. The people who foot the bills should take pride in the structure because it sets a standard for future school construction in Winnipeg.

The present structure can be enlarged without marring its architectural beauty. Indeed, it is conceived by the board as the basic unit of a much larger community school. It is a type of building which is practically duplicated in two other schools for which construction has been ordered and by this writing may be well on the way toward completion.

Smaller neighborhood schools housing kindergarten and primary-grade children may be constructed in time to relieve the community school as the community develops but these schools will not duplicate the special features of the central school which would be made available for the use of the neighborhood schools and their parent organizations. This plan is in harmony with the proposals of the Metropolitan Planning Committee.

7. Winnipeg as an urban school district has reached a stage in its school development when a considerable expansion in plant facilities is required. The age of many buildings necessitates the rebuilding of certain obsolete buildings as well as the selection of new sites and the erection of new schools in rapidly changing areas of the city. The adoption of the six-three-three plan some years ago established the basis for an efficient educational program and an economical physical plant. The recent adoption of the by-law making possible a vocational high school which will provide new educational opportunities for students not adequately served in regular schools is a further effort in plant development. The adoption of the "neighborhood concept" for elementary schools insures the district a future plant which should render the maximum service at the mimimum cost.

Types of School Seating

The school seating in use in the Winnipeg schools has reached about the same stage of depreciation as the school plant. Only a small percentage of the desks and seats are of the newer types. Furthermore, the finish of most

of the seating is either dark oak or walnut—colors that absorb light. This is bad since many classrooms already have a low level of natural and artificial lighting.

The large majority of the seats are of the type which must be fastened to the floor or to parallel strips. Although many of these seats and desks are adjustable they are of ancient type and are not adaptable to classroom programs which require considerable pupil activity. The hardware on many of the seats is worn from long use causing the seat to pitch forward at an angle uncomfortable to the pupils.

Although seating is provided in sufficient quantity for both regular classrooms and special purposes as shown in Table 4, the board faces the problem of the early replacement of many units which should be condemned as unfit for pupil use. The usefulness of many units could be increased by repair and refinishing.

8. It is recommended that the Commissioner of Buildings have a careful inspection made of all seating with the view of condemning all units which are unfit for use and that he prepare a plan for the gradual refinishing of the seating in schools with lighting problems. It is further recommended that all classrooms in new schools be equipped with new seating of the movable and adjustable type with natural wood finish.

Operation of Plant

The operation of the school plant is under the direction of the Chief Operating Engineer who is responsible to the school board for the operation and maintenance of the heating, ventilating, plumbing installations, and custodial care of all the public school buildings of the district. The department employs a staff of plumbers, steamfitters, utility men, and laborers for the upkeep of the equipment, and a custodial staff, stationary engineers, firemen, substitutes, and helpers for operating purposes totaling 131 persons.

An able committee composed of representatives of both the operating and the building maintenance staffs under the chairmanship of school principal, C. W. Wharton made a painstaking study of the administration; recruitment, selection, and appointment; wage rates; appraisal; work loads; physical and mental health; tenure; promotion; supervision; staff relations; organization; and inter-personal relationships; and welfare provisions of the operating and the maintenance departments. This study will be published in full in Volume II of the Survey Report. Persons interested in the findings of this committee should consult its report. In this section only major findings are considered.

a. The committee commends the policy of selecting the operation and maintenance personnel as efficient and as providing a fairly representative cross-section of the general population of the district.

b. Wage rates paid employees of both departments compare favorably with those paid similar employees in the district. It is proposed that the various wage scales now in use be brought into line with the Fair Wage Schedule.

TABLE 4

TYPES OF SEATING IN USE

Types of Seating	Number of Seats	Per cent of Total Number of Seats
A. Seats and desk in unit—movable and adjustable	416	.93
B. Individual chairs—movable and adjustable	92	.20
C. Individual tables and chairs movable—not adjustable	1,744	3.88
D. Adjustable seat and desk—fixed to floor	31,387	69.90
E. Nonadjustable seat and desk—fixed to floor	1,232	2.74
F. Tablet arm chairs	192	.43
G. Opera chairs with tablet arms	117	.26
H. Opera chairs without tablet arms	170	.38
I. Movable chairs	2,136	4.76
J. Seating accommodation in long movable benches	4,120	9.18
K. Library chairs and tables—movable	1,238	2.76
L. Home-economics—working tables with stools or chairs	744	1.66
M. Science laboratory—laboratory tables with benches or stools	453	1.01
N. Shops—work benches	639	1.42
O. High-school shops—pupil stations at machines or work benches	223	.49
TOTAL	44,903	100.00

c. Since no systematic plan exists for the appraisal of the operating and maintenance personnel, the committee suggests the early adoption of a plan based on the findings of a special committee now studying the problem and methods in use for similar types of employees in other cities and industrial plants.

d. A very thorough study of work loads was made by the committee. While it found the number of employees adequate for the proper care of the buildings and the protection of the children enrolled, the suggestion is offered that a careful review of the work and time schedules for the personnel employed might result in a better distribution of the work load and in the improvement of the service. It is further suggested that there is need for closer co-operation between the Operating and Building Departments with respect to the interchange of personnel for the purpose of providing year-round employment for a greater number of employees and of retaining them as permanent members.

e. A complete physical examination is not a condition of employment but is necessary when the employee is considered for permanent employment and before he can come under the provisions of the Pension By-Law. Employees may be requested to submit to a physical examination on the request of the head of the department. Physical examinations are carried out by the City Health Department without cost to the employees. A specified examination form is used which is completed and mailed to the department concerned.

Employees who become physically unfit for further service with the School District, and come under the provisions of the Pension By-Law, may apply for disability pension. In such cases, the employee must be examined by a board of three qualified medical practitioners, one member to be appointed by the Pension Committee, another by the employee, and these two shall appoint a third member.

A mental health examination should only be required in cases where evidence of mental disability is shown. The School District has a psychiatrist to make the examination.

All employees are protected by the provisions of the Workmen's Compensation Act which is a statute of the Province of Manitoba. This Act includes provision for the protection of the family in case of disability or death.

The administration and foremen have on many occasions given assistance and advice to individual employees on personal problems such as housing, health, leaves of absence, and financial problems. The number of such requests indicates an employer-employee relationship which is both desirable and commendable.

f. Tenure is assured to all operation employees by agreement between Federal Union 110 and the school board on recommendation of the head of the department concerned after an individual has been employed for a period of one year. The committee commends this practice and proposes that it be applied to all operating and maintenance employees whether members of Union 110 or not.

Of the 131 employees of the Operating Department 120 have tenure status; of the 44 maintenance employees of the Building Department only four have received permanent appointments although eleven are contributors to the Pension Fund. More will be said about the building employees in a subsequent section.

g. Promotions are based on seniority and merit as recommended by the head of the department concerned. This plan is approved by the committee. However, it favors a systematic scheme of merit appraisal—a plan now under consideration and study.

h. The Operating Department has prepared a booklet entitled "Duties of Caretakers and Engineers," which has been adopted by the school board. This booklet gives directives for the performance of special tasks, such as extra cleaning, care of heating, ventilation equipment, lawns, windows, etc. This is not sufficient for a staff which secures permanent status after one year of employment. In-service training classes in the principles of heating and ventilating; public relations; safety and fire hazards; and relationships with pupils, teachers, parents, principals, and the official of the central office should in the judgment of the committee be provided and would be welcomed by the operating staff.

A good example of in-service improvement is that of the class in First Aid provided in recent years for the operating personnel. As a result of this training opportunity, most caretakers are qualified to render first aid when required if an adequate supply of materials and equipment is provided.

i. The committee takes the correct position in stating that school care is a joint responsibility on the one hand of principal, teachers, and pupils and on the other hand of the caretakers. The Superintendent of Schools in his weekly letter of instructions to the education staff has stressed many times their responsibility for good school housekeeping by seeing that:

(1) Waste paper is not left on the floor;
(2) Pupils' desks are clean and tidy;
(3) Chalk rails are cleared of chalk and brushes;
(4) Window ledges are free of books and plants;
(5) Running shoes are hung in the proper place.

The survey staff strongly endorses the following proposal of the committee:

> In most schools recess periods are confined indoors on days when school grounds are muddy, and children are told to remove rubbers and overshoes at the entrances. Very few schools have an area of sidewalk or hard-surfaced grounds sufficient to accommodate the enrolment. There are long periods in the fall and spring when the school grounds cannot be used. The provision of an area of hard-surfaced ground sufficient to accommodate at least one-half of the enrolment would eliminate the need for indoor recess for such long periods and greatly reduce the extra custodial service required due to muddy grounds.

j. A committee of the Board of Trustees is appointed annually to review the agreement with Federal Union 110 (School District No. 1 Operating Staff) and to consider grievances and conditions of employment. Members of the Union committee feel free to express their ideas without fear of domination or reprisal. All members of such committees interviewed express their complete satisfaction with their reception by the head of the department and board committees.

With individual schools the majority of employees report personal relations with the principal and staff as quite satisfactory. Their ideas, complaints, and suggestions are welcomed and given careful consideration. There are, however, individual schools that report relations not as satisfactory as the majority. These conditions are no doubt due to: (1) lack of co-operation on the part of the principal or custodian; (2) no clear understanding of rules and regulations covering custodial duties; (3) lack of clear directives as to individual responsibilities.

k. Ninety-five per cent of the employees of the Operating Department contribute to the Pension Fund for Employees (other than teachers) which was established in 1929. Article 16 of the Pension By-law states that an employee must retire at age sixty-five. There are a number of employees who at commencement of service with the School District were over the age at which they could come under the provisions of the Pension By-law. Many of these employees have given long years of faithful service and some provision should be made for their retirement. Provisions for similar employees in many of the large organizations of the city, such as the railroads and most of the civic departments, are made in one of the following ways: (1) an extension of the retirement age (provided the employee is physically fit); (2) provision of lighter work so that retirement can be gradually tapered off; (3) grant of pension by the board.

Employees report provisions for vacations and sick leave to be sufficiently liberal. An employee receives a holiday of one full week with pay on the completion of one year's continuous service and two weeks after two years' and up to ten years' service. Employees with over ten years of service receive three weeks' vacation annually.

Employees are allowed fourteen working days sick leave per year. This sick leave is accumulative from January 1st, 1942, at the rate of fourteen days per year of service less any sick leave granted during this period of service. This applies to all employees whether paid by the hour, day, week, or month. Abuse of the sick leave provision is avoided by the filing of a physician's certificate after two or more days of illness.

Other leaves, such as those for illness or death in family, court witness duty, community service, etc., are liberally dealt with by the administration and board committees.

9. The survey staff approves the statement of problems of the committee on operating personnel and its proposals and suggestions for improving the operating services in the schools. The recommendation is made that a special committee of the board be appointed to study this part of the survey report

with the Chief Engineer, the Commissioner of Buildings, and the Chairman of the Core Committee on Operating and Maintenance Personnel as a means of improving operating and maintenance services. The facts that so many of the buildings are old and have substandard features and that much of the classroom equipment is nearing obsolescence create problems of administration and care which require the fullest understanding and co-operation on the part of the educational personnel and administrative officers as well as the operating and maintenance personnel.

10. It is also recommended that as an outgrowth of the work of the special committee proposed there should result a complete revision of the booklet prepared by the Chief Operating Engineer for the guidance of caretakers. The revision should be directed to all the personnel who use school buildings as well as the caretakers. The booklet should deal with the appropriate care of school buildings and the responsibilities of everyone concerned. This booklet should be available for classroom instruction in order that the pupils as young citizens may acquire an understanding and appreciation of public property and their responsibility for its proper use and care.

Inspection of the operating services of over half of the schools by the member of the survey staff assigned to this phase of the survey warrants the general statement that the schools of Winnipeg are efficiently operated. The cleaning is good considering the conditions of many of the buildings and the character of the school grounds during certain periods in the school year. Since the schools were visited in October, January, and April the operating services were observed under different conditions.

The caretakers and engineers with very few exceptions were alert to the operating problems of their schools and the buildings revealed evidences of appropriate care. The heating and ventilating plants appeared to be as economically operated as was possible under the prevailing conditions. Only by expenditures for new equipment and the modernization of the school buildings could efficiency and economy of operation be materially increased. An urgent reason for making improvements in the school plants would of course be the betterment of conditions affecting the health of pupils and teachers and the stimulating effect on learning and teaching of modern buildings and equipment.

The records kept by the Operating Department of fuel, power, and operating procedures appeared to be adequate for the purposes and the supervision as good as could be expected for the size of the central-office staff.

11. In light of increasing costs of fuel the school board should consider the possibility of making plant improvements which would effect economies of operation and result in the improvement of general school conditions.

Maintenance of Plant

The efficient maintenance of the school plant in a school district of the size of Winnipeg is a large business in itself. To repair breakage and to replace worn-out parts for over a thousand classrooms and special rooms in sixty-two buildings is no extracurricular chore. The importance of timely maintenance is aptly illustrated by the old fable of the rider and his horse, which

states that for want of a nail the shoe was lost, and for want of the shoe the horse was lost, and for want of the horse the rider was lost. In a rigorous climate, especially in winter months, repairs must be made quickly if school is to remain in session. Closing down the school is an expensive matter. If it is to be averted repairs and replacements even of a minor character must be made with efficiency and dispatch.

Perhaps the real size and importance of the problem under consideration can be best comprehended in terms of the annual budget for repairs and replacements. In 1947 the actual expenditures for repairs and replacements was $224,053,93, or $7.32 per pupil enrolled.

Experience has shown the school board that it cannot rely on individuals or firms for prompt attention to maintenance needs. Likewise it has found that many repairs and replacements can be made more economically and efficiently by employing and training a maintenance staff. At present this staff consists of 12 painters, 10 carpenters, 6 electricians, 2 machinists, 1 plasterer, 2 utility men, 9 laborers, and 2 apprentices.

The responsibility of keeping these men employed on necessary work and of maintaining high standards of work is entrusted to the Commissioner of Buildings. He receives requisitions for repairs and replacements from the school principals. He must prepare or have prepared the job specifications, secure the materials, supervise the construction, and account to the board for the cost.

Because of the multiple organization adopted by the board many years ago, two executive officers have overlapping authority in school buildings—the Chief Operating Engineer and the Commissioner of Buildings. Both have responsibilities for replacements and repairs. Both have charge of personnel which though engaged in a common service to the school board still are independent of each other in administration.

Generally speaking, a condition of this kind leads to some conflict and some unavoidable waste. That it has not seriously affected the operation and maintenance of the schools in Winnipeg is a tribute to the high devotion to duty of the executive officers and the faithful attention given by the school board to its problems.

In the study of maintenance problems by the committee on operating and maintenance personnel problems certain conclusions were reached of importance to the school system. These conclusions are quoted:

> The committee feels that there is need for greater co-operation between the Operating Department and the Building Department in the interchange of seasonal personnel. Year-round employment could be provided for a much greater number of employees than at present, giving to the schools a greatly increased quality of service at no extra cost.
>
> A skeleton staff of one painter, one electrician, one machinist, and one utility man has the status of permanent appointment.

The average years of continuous service of employees shows that the annual financial appropriation provided by the Board of Trustees would require a staff much greater than the skeleton staff at present appointed. The committee believes the policy of the appointment of so small a permanent skeleton staff to be unreasonably precautionary. The committee strongly recommends the setting up of a reasonable minimum establishment of craftsmen and utility men who should be appointed as permanent employees and given a security of tenure such as is enjoyed by the employees of the Operating Department. This minimum establishment should be based on the average number of employees in each classification who have been continuously employed during the past ten or more years.

Due to climatic conditions, a considerable number of employees are hired by each department as seasonal help. The Operating Department must employ a number of night firemen and substitutes during the winter season when maximum use is made of the school buildings. The Building Department must employ a number of additional men to do work on the grounds and buildings which can only be done during the summer season.

It would appear that a number of men could be continuously employed between the two departments, that is, employed by the Building Department in the summer season, and the Operating Department in the winter season. The committee has failed to find any evidence of a system of co-ordination between the two departments in the efficient and economical use of additional personnel.

Since only a limited term of employment is offered by the separate departments in recruiting seasonal and additional help, it seems reasonable to assume that the personnel recruited will not be of the highest standard since most men prefer employment offering greater security of tenure. The committee recommends that the heads of departments co-operate in the recruiting of seasonal help and a system of co-ordination in the efficient use of such help be set up, so that the maximum number of men may be trained and continuously employed.

Decisions regarding retention or dismissal of permanent employees rest with the Board of Trustees. The head of the department may suspend a permanent employee pending action by the board. Recommendation for dismissal, giving reasons, is made to the board by the head of the department concerned. The action of the board is governed by the recommendation of the head of the department, due regard being paid to the service rendered over the entire period of an employee's service.

The number of dismissals which have occurred in recent years is negligible and the causes which prompted dismissal were justified. The causes of dismissal are those commonly accepted by employers and employees alike, e.g., (a) immoral conduct, (b) flagrant disregard for rules and regulations, (c) inefficiency.

Decisions regarding retention or dismissal of temporary employees rest with the heads of departments. The number of temporary employees and their period of service depends upon the work to be done and the financial appropriation fixed by the Board of Trustees. When the work is completed or the appropriation is expended the employees are dismissed. Employees on probation may be dismissed if appraisals made of their work are not satisfactory and the head of the department is not prepared to make recommendation for permanent appointment.

Thirty days or one month should be the accepted period in advance of notice of dismissal or resignation of employees who have served for one year or more. Temporary and seasonal help should be given seven days' notice before being laid off. No notice should be required in the case of an employee who is dismissed for just cause. Notifications of resignation or dismissal should be in written form.

Craftsmen employed by the Building Department are not members of Federal Union 110 and are therefore not governed by any agreement made by the union nor are they represented on any committee of the union. These craftsmen report conditions as generally satisfactory, and their relations with the Commissioner of Buildings and his supervisors as excellent. The survey committee feels, however, that a committee of craftsmen should be appointed to represent this group of employees in negotiations with the Commissioner of Buildings and the Board of Trustees.

Whenever possible large jobs of renovation, decoration, and repair are done during the summer months; at other times, while schools are not in session; or at times, when, with the co-operation of the principal, there will be the least interference with school activities. These jobs are well done, well supervised, and given a careful final inspection.

Maintenance work within the schools for the most part is done on requisition of the school principal. Since the financial appropriation for maintenance, alteration, and repair of the schools is fixed by the Board of Trustees, the head of the department must frequently postpone or refuse requests made by principals because of insufficient funds, or for other reasons such as shortage of materials and experienced help, lack of time, etc. These postponements or refusals are frequently misunderstood, impairing good relations between the departments that should be maintained.

The committee believes that requisitions for maintenance work by principals should be made only in cases of emergency. The committee recommends that the head of the department (or a responsible official designated by him) in company with the principal and head custodian should make periodic inspections to ascertain the maintenance requirements of each school. Such inspections would enable the head of the department to prepare a city-wide schedule for maintenance work, would be of assistance in planning work well in advance, and would

assure a more satisfactory distribution of maintenance work. This system, the committee feels, would be more economical and much more satisfactory than the present practice.

Maintenance craftsmen are employed during part of the year in the repair and manufacture of school furniture such as tables, cupboards, bookcases, chairs, etc. The various types of machines in the industrial-arts classrooms, and the machines used in the operation of the school plants are kept in repair by the electricians and mechanics. The shops in which these men are employed are scattered through several school buildings in various parts of the city.

The woodworking machines of the Industrial Arts Department of St. John's High School are used by the maintenance carpenters. These machines can be used only when classes are not in session, that is, from 8:00 A.M. to 9:00 A.M., 12:00 noon to 1:30 P.M, and from 4:00 P.M. to 5:00 P.M. Considerable time is lost in the setting up of the machines and the moving of material. After machining, the material is sent by truck to the John M. King School where it is assembled and painted. This extra handling and loss of time add considerably to the cost of the finished product.

The old Albert School is used for the storage of school supplies, glass, paint, electrical supplies, and surplus desks and furniture.

A small room in Kelvin High School is used by the electrician for the repair of electrical motors and appliances.

The plumbers and steamfitters have a storage and shop in the Champlain School.

There is an urgent need for a properly equipped, centrally located warehouse and workshop where these various activities could be centralized. The committee believes the present practice to be wasteful and costly.

12. The survey staff participated in the discussion of the findings of the committee on its three visits to Winnipeg and it concurs in the proposals made for the improvement of the maintenance services in the schools. It recommends that the problems of improving the maintenance work be studied by the committee proposed in Recommendation 9 and that changes in board policies be made as soon as it seems expeditious to the committee and the board.

13. In particular, the survey staff recommends that the board erect a building of factory type for a maintenance shop. While the accomplishments of the maintenance staff under difficult conditions merit commendation, there is little doubt but that the services would be improved under better working conditions and economies effect at the same time.

14. In another section of the Survey Report the recommendation was made that a reorganization of the Operating and Maintenance Departments be made

when the present Chief Operating Engineer reaches the age of retirement. The findings of the committee support this recommendation.

School Sites

Until in recent years school boards in Winnipeg, as in urban communities everywhere, have not given much consideration to school sites. The tendency has been to place schools where the people wanted schools and to utilize as sites the land that was available. Changes in the characteristics of urban life have created serious problems both for the business and the residential areas in cities. This has given rise to planning as a function of government. As a result, planning commissions have been organized in every urban community of importance in Canada and the United States to direct the orderly development of modern cities as a means of making cities better places for people to reside and in which to carry on the functions of orderly institutional life. Zoning at one time resisted by some people is now generally demanded by most citizens and civic organizations. Likewise, planning for the better and more efficient use of land has come to be a necessity for urban and suburban areas in which the citizens look to the future instead of the past.

Lack of planning and the absence of standards to guide them has caused many school boards in the past to erect schools without reference to future needs or possible changes in the neighborhoods served. The failure to look ahead has been responsible for many costly errors in the selection of school sites.

In order that the present school board and future boards may not repeat mistakes in the selection of sites, the following standards recommended by the National Committee on Schoolhouse Construction in the United States are listed:

A. School Grounds

1. Elementary sites should range from 5 to 10 acres.

2. High-school sites should range from 10 to 30 acres.

3. The site should include areas adequate to provide for accepted programs of physical education, athletic field, and recreation for the needs of the school and community.

4. The site should include space for the safe parking of automobiles.

5. The site should be selected only in light of a comprehensive educational and physical survey, thereby basing the selection on principles rather than price.

Five acres is minimum and one acre should be added for each one hundred pupils enrolled.

6. The site should be readily accessible to all concerned and unusual travel distances minimized and it should be near the school population center it is ultimately to serve.

7. The site should be located so as to be removed from such objectionable features as noise, odors, dust, railroads, main or heavily travelled highways or street or areas of dense traffic.

8. The site should have such physical characteristics as to permit proper architectural setting, orientation, and landscaping as well as an economical use of the space as a whole.

9. The site should be free from any sanitary hazards, be properly drained, and not adjacent to areas which may give rise to insanitary conditions.

B. Equipment

10. Proper fencing should be provided where required to afford protection to children or to property.

11. A substantial steel flagpole should be erected on the grounds where it may show to the best advantage.

12. An adequate number of sill cocks or hose hydrants should be installed.

C. Playground and Athletic Fields

13. The athletic field should be located preferably adjacent to or as part of the school site.

14. Playgrounds and athletic fields should be so graded, surfaced, and supplied with surface and sub-surface draining as to permit maximum utilization.

15. If fixed playground equipment is provided, it should be safe and substantial and placed on substantial foundations, including those for bleachers, tennis court fencing, and other necessary permanent equipment.

16. Adequate drinking fountains should be installed, readily accessible from the play space.

17. An adequate number of hose hydrants should be installed where required for watering and cleaning purposes.

18. Readily available toilet facilities and storage space for playground equipment and maintenance tools should be provided.

Data supplied by the Building Commissioner reveal that the smallest elementary or junior high school site in Winnipeg is .92 acre and the largest is 4.52 acres. For senior high school sites the smallest is 1.39 acres and the largest 6.39 acres. In Table 5 a summary is provided for all the public school sites in Winnipeg on which schools had been erected to the end of 1947.

TABLE 5

SIZE OF SITES IN ACRES

Size of Site	Number of Schools
Under one acre	1
Over one acre but less than two acres	17
Over two acres but less than three acres	12
Over three acres but less than four acres	18
Over four acres but less than five acres	3
Over five acres but less than seven acres	3

The foregoing table shows that not a school site in Winnipeg has the ground area required for a modern school. The Metropolitan Planning Committee[3] recommends for the site of a twelve-room school complete with landscaping a minimum of four and one-half acres. Since this school should also have a kindergarten, additional ground should be added (200 sq. ft. per child), bringing the minimum to four and nine-seventeenths acres. On the same basis a three-section (20 rooms) school would require six acres and a four-section school, seven and one-half acres. This assumes that the site has been located with respect to supplementary parks and tracts available for recreation.

But very few school grounds have supplementary parks or play areas. Therefore, it is evident that most school children of Winnipeg will not have adequate provisions for play purposes unless the school board is able to enlarge its smaller sites through the purchase of adjacent ground. In most cases the price of adjacent ground is prohibitive because of private improvements.

As the city grows the public administrators responsible for public improvements should proceed in the selection of areas for parks, community playing fields, and schools according to an accepted plan. This will enable the city to provide better for the recreation of children and adults at less cost to the people, since school sites can be selected in relation to the areas restricted for parks and recreation purposes.

The population of urban communities is seldom static; it shifts from areas that have tended to become business or manufacturing sections to areas

[3] Op. cit., p. 43.

that are chiefly residential. For this reason school buildings erected in nonrestricted areas tend to become unsatisfactory often before the buildings are scarcely completed. The only control for this situation is the zoning regulations by governments.

School buildings which have been constructed without the guidance of a sound educational plan in cities which have also developed without plan or zoning ordinances are usually unsuited to the needs of their communities twenty to twenty-five years later and often even earlier. Because of this condition it is difficult to adjust the program of education which the city ought to have to the school buildings because of the unsatisfactory location of a number of its school sites.

The effectiveness of a plan for school-building development in a city is determined partly by the plans for city development. The selection of sites, especially for elementary schools, is greatly influenced by streets. Parents generally are opposed to school locations which require the younger children to cross arterial highways in traveling to and from school. Whenever possible the sites of elementary schools should be located so that main thoroughfares carrying heavy traffic pass between rather than through school districts. This cannot be accomplished unless the city has a plan for its streets.

A city zoning plan also contributes greatly to the stability of a school-building program. Since schools should be located only in residential districts, the city should strive to stabilize such districts. This can be done only where zoning regulations have been enacted. Without such regulations the school-building program of a city must follow the unregulated movement of the city's population. New school buildings are in constant demand in growing areas of the city, even when there is surplus space in school buildings in the areas from which the people have moved. The board can, of course, construct the buildings when and where they are needed, but it is costly to the taxpayers to pay for new buildings when there is vacant space in buildings which have ceased to be accessible.

A city plan not only makes for economy in capital expenditures for schools but also facilitates the long-term planning of school buildings. Such planning is generally considered essential to the development of an efficient city school system.

15. Sites for future schools should be located and purchased before land costs are high. This can be done if the Education Department keeps the board fully informed regarding population movement within the district and the enrolment load which the schools will be expected to accommodate. In order to have reliable information for the board, the Education Department must carry on continuous research in population change and indicate the location of future school sites. This would be one of the types of research which the Director of Research, whose appointment was recommended in a previous chapter, would be expected to carry on.

16. The lack of indoor facilities and the bad condition of school playgrounds at seasons of the year when outdoor play facilities are greatly needed poses a serious problem for the school board. Each elementary school should either have a multipurpose room at least 45' x 60' for indoor directed play and physical education or an outdoor area at least 100' x 100' with a blacktop covering for all-weather activities. It is recommended that the board experiment with such outdoor areas in some of its elementary schools where indoor facilities are lacking.

Reactions of Teachers to Physical Conditions of the Schools

The subcommittee of the Committee on Teacher Welfare was assigned the task of investigating working conditions in the schools. This subcommittee sent a questionnaire to 1,064 teachers and principals and received 804 replies. The questionnaire was framed to secure reactions to ten areas: lighting, ventilation, equipment, radio facilities, caretaking services, rest rooms, lunchrooms, supplies, storage space, and general matters.

Space prevents the inclusion of the findings of the subcommittee in this volume. The report in full is included in Volume III. It summarizes the responses of the teachers and principals to the questions asked in the questionnaire. For example, the question on lighting was: Are the lighting conditions in your room satisfactory? Approximately 70 per cent of the respondents answered this question in the affirmative and 30 per cent in the negative. The principal criticisms of lighting conditions were inadequacy of light and blackboard glare.

The school board since 1929 has been pursuing a definite policy of rewiring buildings and replacing fixtures in one or two schools each year. As a result thirty-three of the older schools have been rewired. The buildings constructed since 1929 were adequately wired at the time.

The subcommittee suggests that all older buildings not yet rewired be given early attention and that the services of the Winnipeg Hydro Electric, which can be secured without cost, be obtained in a study of lighting conditions. Furthermore, the proposal is made that all exterior windows be washed at least twice a year.

In each of the areas studied by the subcommittee findings are obtained of importance to the school board and its executive officers in the formulation of policies on plant improvements. Since working conditions affect the general attitude of teachers toward their work and may influence teacher-pupil relations as well as school morale, the report of this subcommittee requires the most careful study by the Superintendent of Schools, principals, Chief Engineer, and Building Commissioner. The suggestions offered by the committee for the betterment of plant conditions are in the judgment of the survey staff exceedingly valuable to those who are concerned with the contribution which material facilities may make in the improvement of learning and teaching. The

report will also be helpful in the planning of new buildings, since the findings reveal both the positive and negative reactions of those who use school buildings, something usually taken for granted by board members and their executive officers.

17. It is recommended that the chairman of this subcommittee be invited to attend a meeting of the school board some time during the ensuing year to present the findings of the committee regarding the effect of the building features studied on the teachers and principals. The report contains findings which board members and all central-office executives should be fully acquainted.

CHAPTER V

FINANCE AND BUSINESS ADMINISTRATION

Finance is the beginning and the end of all problems in education. When a new service or improvement is proposed in a school system the first question to be asked is, What will it cost? Eventually, the service or improvement will be evaluated and the question will then inevitably arise, Was the service worth the price? Because of the vital relationship of good schools and adequate financial support, school revenue becomes an important responsibility of every school board. The most important aspects of this responsibility as they affect the work of the school board and its executive officers and the quality of the educational program in Winnipeg are considered in this chapter.

School Income

The receipts for school purposes in Winnipeg District No. 1 for 1947 amounted to $4,370,458. Of this amount $3,981,750, or approximately 91 per cent, were raised by local taxation. Government grants accounted for $286,801, or approximately 6½ per cent of the total budget. Manitoba contributed in 1947 a smaller percentage of the total expenditures for schools in Winnipeg than British Columbia, Ontario, Alberta, or Saskatchewan did for districts in these provinces. In the United States only two states raised a greater percentage of their school revenue from local taxation than Winnipeg. The trend everywhere is to relieve the local district to as great an extent as possible for the support of schools.

A question raised by members of the committee assigned to study finance and business administration was whether the people of Winnipeg are paying more than is reasonable for the support of its schools. The question is difficult to answer especially by one who resides outside of Winnipeg. If help from the state is not provided the people may have to sacrifice to maintain their schools. This is a sacrifice which a growing community must be willing to make if necessary, for when schools suffer from lack of financial support the community loses its drawing power and ceases to grow. The citizen who wants his community to grow and attract business, industry, and desirable new citizens must be willing to maintain schools of high standard, for when schools decline civic decay begins.

The surveyor assigned to study this aspect of the survey has assembled data which are presented in Table 6 to enable the readers to answer the question asked by the committee. The data except those for Winnipeg were collected and compiled by the Bureau of Governmental Research and the National Training School for Public Service of Detroit, Michigan. The data were published in the January, 1948, issue of the National Municipal Review as a service to cities and school systems which desire to make comparisons of tax rates and expenditures with similar cities and school systems.

Since the basis of assessments is different in most cities, the investigators determined the ratio of assessments to real values in all the cities studied and computed an adjusted tax which can be compared with the total rate levied for all purposes in the cities studied. The study provides data for 321 cities in the United States. In Table 6 the data are presented for seven cities comparable with Winnipeg in the percentage the assessed valuation is of actual property values, or approximately 82 per cent.

In this group of comparable cities Winnipeg ranks second in tax rate levied for the support of schools and third in amount levied for city purposes. In total rate levied for all purposes, Winnipeg is exceeded by only two of the seven United States Cities: Trenton and Denver. Two other United States cities, Milwaukee and Omaha, have total tax rates approximately the same as Winnipeg. Three of these comparable cities have decidedly lower millage rates than Winnipeg. The average tax rate for the seven United States cities is 35.73, or 4.27 mills less than that of Winnipeg.

TABLE 6

LOCAL TAX RATES FOR SCHOOLS, CITIES, AND ALL PURPOSES IN UNITED STATES CITIES WHICH HAVE APPROXIMATELY THE SAME RATIO OF ASSESSED VALUATION TO ACTUAL VALUES AS WINNIPEG

City	Assessed Valuation	Tax Rate		
		Schools	City	Total
Trenton, New Jersey	$155,743,364	$23.50	$21.88	$54.40
Denver, Colorado	429,511,420	19.00	21.66	44.08
Milwaukee, Wisconsin	913,521,765	12.46	14.75	39.18
Omaha, Nebraska	272,728,340	15.00	14.20	38.99
Louisville, Kentucky	370,979,113	9.05	15.75	30.30
Cincinnati, Ohio	908,176,030	9.37	9.72	22.38
Youngstown, Ohio	288,458,160	9.86	7.34	20.30
Winnipeg	183,828,815	20.00	20.00	40.00

The high rate of local tax in Winnipeg is not caused by greater expenditures for city and school purposes than comparable cities in the United States but by enormous exemptions of both land and buildings from taxation. In 1946, 29.4 per cent of the property in Winnipeg was exempt from local tax. If this property had been subject to tax, the total rate would have been 30.24 instead of 40.00 mills. Thus, instead of paying 4.27 mills more than the seven United States cities for the support of schools and city government, the citizens were actually contributing to school support 5.49 mills less than the average paid by citizens in the seven United States cities. In these United States cities exemptions are negligible. Furthermore, the cities receive on the average a much larger percentage of school revenue from state and federal

sources than the city of Winnipeg. The School Board of Winnipeg, therefore, could not be fairly charged with spending too much for education even though the taxpayer may be paying more local tax for the support of schools than the taxpayer in comparable United States cities.

Additional data are presented in Table 7 for seven cities in the United States which enrol about the same number of pupils as were enrolled in Winnipeg in 1947. In these cities the current expenditures for schools, range from approximately one million dollars more to one million dollars less than those of Winnipeg. The per pupil expenditures for the seven cities average $135.72 compared with $125.80 for Winnipeg. Three of the cities exceed Winnipeg in per pupil expenditures $24.92, $26.74, and $59.86, respectively. Two cities expend approximately the same as Winnipeg and two expend considerably less. One of these latter cities is in a southern state and the other is in a state which during the economic depression of the early thirties imposed a fifteen-mill limit on local tax levies for schools and cities combined, which could be increased only by a two-thirds majority referendum vote of the taxpayers.

TABLE 7

TOTAL CURRENT EXPENSE BUDGET FOR SCHOOLS IN UNITED STATES CITIES IN 1947 HAVING APPROXIMATELY SAME ENROLMENT AND TEACHING STAFFS AS WINNIPEG AND EXPENDITURES PER PUPIL ENROLLED.

CITY	Current Expenditures	Student Enrolment	Number of Teachers	Expenditure per pupil
Syracuse, New York	$ 5,100,190	27,471	1,161	185.66
Dayton, Ohio	4,692,921	30,766	1,174	152.54
Pasadena, California	5,021,831	33,320	1,058	150.72
Omaha, Nebraska	4,172,252	33,876	1,072	123.16
Worcester, Massachusetts	3,390,416	27,999	1,060	121.09
Tulsa, Oklahoma	3,662,939	31,550	995	116.10
Flint, Michigan	3,739,510	34,448	909	108.55
Winnipeg, Man.	4,352,266	30,622	1,041	125.80

(Deduct approximately $500,000 which should be charged to capital outlay, debt services, and other items not included in current expenditure in United States cities.)

The Winnipeg Budget for 1947 contained $499,890.30 not chargeable to current expenses as that term is used in school budgeting in the United States. These items were:

$175,000.00	Special Reserve for Buildings
23,178.00	Alterations and Betterments
33,699.69	New Furniture and Equipment
111,900.00	Debenture Interest
138,474.93	Debenture Sinking Fund Levies
2,753.51	Current Interest
2,866.83	Capital Interest
9,460.56	Local Improvement Taxes
1,116.15	Excise stamps
1,440.63	Exchange and commissions
$499,890.30	TOTAL

Deducting $499,890. from the total Winnipeg School Budget of $4,352,265.81 for comparative purposes the per pupil cost of $125.80 was obtained.

The data presented in Table 7 warrant the statement that Winnipeg is not only not spending too much on schools but in reality is spending nearly 8% less than the average of the seven United States cities which have to provide for about the same pupil load. Even if the list of cities in the United States is increased to include the twenty with enrolments ranging from 23,000 to 35,000, the average annual per pupil expenditures is found to be $130.37,

1. On the basis of these findings it is apparent that the citizens of Winnipeg cannot expect any reduction in local property taxes for the support of schools unless government grants are increased or new sources of revenue for schools are found.

2. In view of the impending increase in school enrolment, the need for expanded facilities, and the replacement of obsolete buildings, the people of the Winnipeg School District might have to face the issue of an increase in their local property tax if other sources of school revenue are not found. The alternative would be a gradual deterioration of their education program and school plant.

Current Expenditures

The current expenditures of a school district are those expenditures which recur annually and which tend to become more or less standardized for school systems generally. The nomenclature of these recurring budget items differs only slightly in the United States and in Canada. The breakdown of items is sharper in Canadian school accounting for two budget areas: (1) Expenses of "General Control," one item in United States cities is broken down in Winnipeg into (a) "Administration" and (b) "General Expenses;" (2) "Instruction" is separated into (a) "Instructional Services" and (b) "Instructional Supplies."

Careful examination of the financial statements prepared by the school auditors for the School District of Winnipeg for 1947 indicates that the system of classifying school accounts used by these auditors is practically the same as the standardized system used in school accounting in the United States. As a result, it is possible to compare current school expenditures in Winnipeg with those in cities of certain population groups in the United States. Such a comparison is made in Table 8 in which the percentage of current expenditures for each budget category is shown. The Winnipeg expenditures are based on the report of the school auditors in 1947. The percentages for forty-two United States cities of 100,000 population and over are for 1945, the most recent available. If percentages were available for these same cities for 1947, the only variation expected would be a slight increase in the percentages for "Instructional Service and Supplies" and for "Maintenance of Plant." A slight decrease might consequently be anticipated in some of the other items.

Readers of this report may wonder at the disparity in the percentages of comparable items, such as "Instructional services and Supplies" and "Fixed and Financial Charges."[8] Examination of the items in each budget category reveals that the contribution to the pension fund in Winnipeg, a very sizable amount, does not appear in the budgets of most of the United States cities. This cost is generally assumed by the legislature of the state in which each particular city is located. If this item were omitted from the Winnipeg budget the percentage of the current expenses devoted to "Fixed and Financial Charges" would be considerably reduced and that devoted to "Instructional Services and Supplies" would be as a result somewhat increased.

TABLE 8

PERCENTAGE OF CURRENT EXPENSE BUDGET DEVOTED TO MAJOR ITEMS IN WINNIPEG IN 1947 AND IN FORTY-TWO UNITED STATES CITIES WITH POPULATION OF 100,000 AND OVER IN 1945

Budget Items	Winnipeg 1947	Forty-two Cities in United States
Administration and General Expense	3.2	3.3
Instructional Services and Supplies	63.8	74.0
Operation of Plant	12.5	10.5
Maintenance of Plant	5.4	4.0
Auxiliary Services	1.5	2.2
Fixed and Financial Charges	13.6	6.0

The slight difference in the percentage of the current expense budget devoted to "Operation of Plant" is explained by the increase in cost of heating of school buildings in Winnipeg, which is expected to be greater than in School Systems in cities scattered throughout the United States. The small increase in expenditures for "Maintenance of Plant" in Winnipeg is believed to be occasioned by the age factor of school buildings discussed in Chapter IV.

Winnipeg is devoting a smaller share of its current-expense dollar to "administration and general expense" and to "auxiliary services" than is done in the United States cities. Since both of these budget categories are small in comparison with the costs of instruction, plant operation, plant maintenance, and fixed charges, a small difference in the percentages adds up to sizable amounts in a school budget averaging around five million dollars.

There is also great variation in the percentage of current expenses devoted to the budget categories in the forty-two United States cities. The range in the percentages for each budget category is shown in Table 9 as a matter of interest to those who are responsible for the way the current school dollar is expended.

TABLE 9

RANGE IN PERCENTAGE OF CURRENT EXPENSE DEVOTED TO EACH MAJOR ACCOUNT IN 1945 IN FORTY-TWO UNITED STATES CITIES OF 100,000 POPULATION AND OVER

Major Account	Percentage Distribution
Administration.	1.9 - 5.2
Instruction	69.1 - 85.4
Operation of Physical Plant	6.7 - 19.8
Maintenance of Physical Plant	2.1 - 7.0
Auxiliary School Services	0.1 - 5.9
Fixed Charges	0.0 - 11.2

The member of the survey staff who is responsible for the views expressed in this part of the report was present when the 1948 budget was submitted by the Finance Committee for consideration and adoption by the Board of Trustees. The committee report was ably presented and it revealed careful thought and skilful trimming to bring budget requests within the available income. The criticism is offered that there was not sufficient consideration given by the executive officers of the board to possible changes in the general budget pattern of former years to bring the 1948 budget into line with the functional needs of the school system. The committee can attempt to extract the "water" from the budget at the time of adoption by resorting to pruning of budget items. While this method may accomplish the purpose of bringing requests within appropriation limits, it overlooks the vital issue that the budget is an expression of a carefully planned educational program. When the executive officers of the board present budget requests which have been arrived at by the most exacting appraisal of school needs, the problem of the committee or the board is not to resort to pruning-ax methods but to go out and fight for the income required for the program, even if the board has to resort to arbitration. The surveyor did not detect evidence on the part of either the executive officers or the members of the board of deep convictions regarding the fundamental character of some of the budget items. The knowledge and understanding needed to pass on some of the budget items could not possibly be secured in a few meetings of the Finance Committee and the executive officers of the board. The making of a defensible school budget is a year's task.

3. It is recommended that the executive officers of the school board be charged with the responsibility of presenting the program on which their budget requests are based, of providing supporting factual data and authoritative opinion in support of their requests, and of defending their requests to the satisfaction of the special finance committee and the entire board during the period the budget is under consideration. When approved by the board as the financial program essential to the execution of the fundamental educational program, changes should not be made except for inability to secure the necessary income.

Estimated Cost of Instructional Services for the Years 1950, 1952, and 1957

Forecasts of increased enrolment in the years immediately ahead based on the knowledge of births in the district have been presented in the foregoing chapter. In light of the increasing pupil load and the evident increase in the instructional budget, the committee assigned to study the problems in this chapter requested Mr. H. J. Benningen to prepare estimates of the increase in budget appropriations needed to meet the future cost of instructional services alone, assuming no change in the present teacher-pupil ratios in the Winnipeg schools. Mr. Benningen's ably prepared report will appear in full in Volume II of the Survey Report. He took into consideration in the preparation of his estimates the increase in pupil enrolment as forecast by Superintendent Pincock, the present salary scale for teachers, and the effect of increasing age and all other school-board regulations which would in any way influence change in the personnel of the teaching staff in relation to the number of teachers required at the present teacher-pupil ratio in 1950, 1952, and 1957.

On the basis of this painstaking study which the survey staff accepts as a reliable estimate of teacher needs, the school board must provide in 1950 an increase in its budget appropriation for "Instructional Services" of $199,000. For 1952 the increase in this budget item over that in 1948 is estimated at $332,400, and for 1957 an increase of $945,100.

Obviously, the increase in the pupil load of the school will also affect all the other items of the budget, especially "Instructional Supplies," appropriations for teacher pensions under "Fixed and Financial Charges," "Auxiliary Activities," and expenses of both operation and maintenance of plant.

The school board cannot possibly maintain the schools under its charge at present standards of efficiency without a continuous increase in its budget appropriations for the next twelve or fifteen years. This means that new sources of revenue must be found for the support of the Winnipeg Schools. The problem of finding new sources of school revenue rests with the Provincial Department of Education and the Legislature as well as with the city and with the local board of trustees. The problem cannot even be dented by internal economies within the local school system if Winnipeg is to maintain schools in line with the social demands for education and the needs of society.

4. The survey staff therefore recommends that the urgency of the educational needs of the district requires the establishment of a commission composed of local and provincial leaders to consider ways and means of securing increased revenue for the support of schools without a further increasing of local taxes if possible. The heavy exemption from local taxes necessitates proportionate increase in Provincial and perhaps Dominion grants, if public education in Winnipeg is effectively to fulfill its unique function in a democratic social order.

Business Administration of Schools

The financial affairs of the school board are conducted through the office of the Secretary-Treasurer, one of the major executive officers of the board. This officer has an assistant secretary-treasurer, two clerks in the accounting division, five clerks in the pay-roll division, and one switchboard operator. This department administers the budget of nearly five million dollars per year.

There is no doubt but that the financial affairs of the board are administered competently and with the highest standards of integrity. This is not to say that some of the present practices of the Finance Department might not be improved. Such would probably be true of any department which has the weight of long established practices to guide its present procedures.

A smoothly functioning school system is one in which the business affairs are conducted on as high a plane as the work of the classrooms. Hence, a business office, if it is to meet its first obligation to the school system, must conduct its affairs so efficiently that the work of the schools is not handicapped because of delay or outmoded practices in meeting the financial needs of the educational program. Inasmuch as the educational program has been carefully scrutinized by its members in this survey with the view of effecting improvements wherever possible, the Business Department must likewise take stock of its procedures and practices.

The best school business office should furnish maximum assistance to the educational effort. Successful business service is measured in the quantity, quality, and cost of the aid that it contributes in furtherance of the educational program. No school business office is worth its cost unless its operations back up the superintendent, principals, and teachers. Sound business practices render both direct and indirect service, and unsound practices cause future as well as immediate difficulties. The provision of school supplies of the right type, ordered in time for delivery as needed, purchased at a fair price, and paid for promptly, is typical of many business procedures which both facilitate the work in the classroom and command the respect of the vendor. Public confidence is built up and public relations are strengthened as businessmen recognize that the school's business is efficiently handled. Of course, a school system can be educationally mediocre even though it has acceptable business methods. But to render the best educational service to the children of the community, any school or school system must have an efficient business office where the fundamental business procedures are effectively conducted. These are—aside from the construction and care of plant—accounting, auditing, budgeting, reporting, personnel administration, purchasing, and control of stores. Transportation may soon take its place as a major function, and, because of the withholding tax and other salary deductions, pay-roll preparation has assumed increasing importance.

Accounting, budgeting, and reporting are three phases of a single financial procedure which is the core of the work in the business office. In addition to the three other major procedures are a number of other matters of business, limited in extent but still important. The constantly increasing list includes, for example, the following: insurance of various types, fidelity and performance bonds, lunch-room management, accounting for student funds, real estate management, procedures in cases of injuries to pupils or teachers, communications and delivery service, public use of buildings, and many more. It should never be lost sight of that a matter of seeming unimportance to the administrator may become unexpectedly one of great public interest.

It is not difficult with intelligent personnel to carry on school business so efficiently that it soon commands not only the respect of the school staff but of the citizens of the district. But regardless of the efficiency of personnel, they may fall short of what is expected of them because of inferior facilities and unsatisfactory working conditions. Only occasionally are school administrative offices given the attention that is bestowed upon the remainder of the school plant. The central office of the school board in Winnipeg is typical of the drab and undistinguished school offices found in city school systems generally. In a previous section of the Survey Report attention has been called to the urgent need for more commodious office space. This is particularly true for the Finance Department which is hampered in its work by inadequate office space.

It is impossible to evaluate all the practices of the Finance Department. A few will be considered in which future improvements should be made.

Proceedings of the board.—The Secretary-Treasurer is responsible for preserving in the archives of the central office a true record of the board's proceedings. He also keeps a record of the meetings of standing committees

and has a file of committee reports. These reports are not embodied in the minutes of the board, a practice open to serious question in the judgment of the survey staff. Since the recommendations of a standing committee have no legal status until acted upon by the board a file of committee reports kept separate from the proceedings of the board and only referred to in the board minutes gives a status to committee reports out of all proportion to their importance and might easily result in the loss of records because of separate filing.

The minutes should contain a record of all matters acted upon by the board, whether presented by a committee, board member, or executive officer. Each action taken by the board, that is, the disposition of each report, communication, resolution, appointment, resignation, petition, proposal, contract, etc., should be given a number in consecutive order if this proposal is adopted. Copies of the minutes of each board meeting should be mailed to members before the ensuing board meeting and action would be taken on the minutes as sent out in mimeographed form. All original documents presented to the board in connection with the agenda of meetings should be imprinted with the number of the action and filed. An index should be maintained of every document so filed and every board action taken, with cross references made to the action number for individuals, teachers, firms, organizations, or other important matters in the documents. Numbers should be assigned to each official act of the board following the board meeting and would appear in the record of the official book of board proceedings.

With such a plan of recording board acts in use, it is possible for any interested person to ascertain quickly how the board has acted on items of business brought to its attention. The plan would increase the efficiency of the board and all its officers who must of necessity be guided in the consideration of items in the agenda by past actions of the board on related matters. Policies of the board can also be determined from the consistency of the board in its actions on identical or related issues.

5. It is the recommendation of the survey staff that the board consider the method of preparing proceedings here proposed. The minutes of the board should be mimeographed for distribution to board members and after approval at the ensuing meeting made a part of the permanent record of board proceedings. Board members, executive officers, school principals, and local newspapers should receive copies of the board minutes as soon as the minutes are available for distribution. Extra copies should be kept on file for any citizen or interested party who may request them.

6. If the board should continue to use standing committees contrary to the recommendation of the survey staff, it is recommended that the reports of the standing committees be embodied in the minutes of the board and that the items in the committee reports which are either approved or disapproved by action of the board be given numbers and properly indexed as proposed in Recommendation No. 5.

Annual audit of the accounts of the Secretary-Treasurer.—At the end of each calendar year the accounts of the Secretary-Treasurer are audited by two chartered accountants, who are members of different accounting firms. These

accountants have long records of reliability and integrity which insure the board and the citizens of the district that school funds are properly accounted for.

The board at present, as has been the custom for many years, relies entirely on a postaudit. It is a satisfaction, of course, to know at the end of each year that the expenditures made have been both legal and proper. Over a period of time, it is more satisfactory, however, to anticipate difficulties by the use of the preaudit. This might cost the board slightly more than the postaudit but perhaps not, since the auditors might really prefer to check all written orders, contracts, and expenditures for legality and propriety of expenditures before they are made. A preaudit is tied in with the encumbrance of appropriations in the system of machine accounting and it does not overlap the postaudit. It makes the latter easier and simpler and serves as a useful check at all times on overambitious plans for expenditures.

The reports of the auditors for the year 1947 have been carefully studied and have been found to be comprehensive and explicit. The reports cover the accounts of the Secretary-Treasurer, the position of the two Pension Funds of the District, the Sinking Fund of the District, and the several Trust Funds held by the board. It is essential that an annual report by reputable accountants be made of all these accounts in which the public is concerned.

An area in which the board has been negligent in the judgment of the survey staff is in not assuming responsibility for the funds handled by the several schools and the Inter-High School Rugby Series. While principals report to the superintendent at the end of each year on the funds collected from students and the expenditures made, policies should be adopted for the collection and administration of funds from students in the local schools and an annual audit should be made of the school accounts either by the office of the Secretary-Treasurer or by a chartered accountant. Furthermore, the Director of Physical Education should not have to give his time to collecting receipts from the sale of tickets in the schools and at the gates for the Inter-High School Rugby Series and in making a detailed report to the Secretary-Treasurer of the board with whom the funds are deposited. While he may well accept responsibility for the administration of the funds thus collected, it is an unwise use of his time to expect him to serve as a collector and handler of moneys obtained from interschool athletic events.

These funds should be handled by a bonded employee selected by the Director of Physical Education and the high-school principals. The funds should be deposited with the Secretary-Treasurer of the board and audited at the end of the playing season.

The administration of funds in the local schools should receive the same scrupulous care as those for which the board is directly responsible. The annual audit by a competent disinterested person is a protection to the school principals as well as to the Education Department.

7. It is recommended that the board consider with its auditors the feasibility of the preaudit as a means of improving its administration of school finance.

8. The policy of bonding all persons handling funds in local schools and receipts from interschool athletic events should be adopted by the board. Principals and supervisory officials in the central office should not be expected to serve either as collectors or custodians of extracurriculum funds.

9. Annual audits should be required of receipts, expenditures, and petty cash accounts in all local schools. The cost of the audits should be defrayed by the school board.

Pay-roll procedures.—In a school system with a pay roll of over 1,200 persons the Secretary-Treasurer has a recurring monthly job which requires exact records as well as considerable technical skill. If this work had to be done manually the physical labor alone would be burdensome. The work has been greatly lightened through the use of the pay-roll machine which enables a secretary to type the salary check, voucher stub attached to the check, and the employee's earning record less withholding deductions—all in a single operation.

The basis of the monthly pay roll is the record of contracts, the monthly salary reports of the school principals, Chief Engineer, and Building Commissioner, checked against substitute slips. The procedures employed in the office of the Secretary-Treasurer are of approved type and the work is of superior character. The school board can have a feeling of security that the funds of the district for which it is responsible are efficiently disbursed and that the chances of error have been reduced by efficient procedures virtually to the vanishing point.

The survey staff member who followed the processing of the pay roll from the point of beginning to the delivery of the machine signed checks found the work competently performed and the data thoroughly verified. No change in procedures is warranted at this time.

Fidelity bonds.—At the time the survey was started the business office of the school board was covered with a general bond of $100,000 and individual bonds as follows:

Secretary-Treasurer	$5,000
Supply Commissioner	5,000
Assistant Secretary-Treasurer .	1,000
Auditor	1,000
Accountant.	1,000

Reference has already been made to the negligence of the board in its responsibility for extracurriculum funds in the local schools, and the proposal was made that fidelity bonds be provided for all persons handling school funds of any sort. The suggestion is here made that the board investigate the practicability of securing a blanket bond for all employees. Under such a bond the protection of the board is complete and the "moral effect" is worth while.

Financial reporting.—Each year the Board of Trustees publishes an annual report containing the statement of the financial balance sheets of

the Secretary-Treasurer and Debenture Debt and Sinking Fund Reserves. Assets, income, and expenditures of the Teachers' Retirement Fund and Pension Fund are also reported in the board's publication. No financial information concerning the financial transactions and obligations are withheld from the public.

The Secretary-Treasurer also submits a monthly report to the board giving the expenditures to date in each fund and the unexpended balance. This enables each board member to know at the end of each month the budgetary status of the schools. The value of the monthly report is in its accurate reflection of the extent of the control over budget charges against allotments and in its ability in aiding the board to make sound judgments on financial plans for the future.

The expenditure ledger is kept in much greater detail than that of most school systems, and this excellent feature facilitates the making of more detailed cost analysis than is now made. The expenditure ledger is not kept by individual schools and because of this no tabulations of the costs of items by buildings have been made and reports of the tabulations to the various schools. In fact, there has been almost no research on school finance and business management in the Winnipeg schools.

10. It is recommended, therefore, that in the future an annual report of unit costs be made to the principal of each school in Winnipeg. This should compare the per-pupil expenditures of each school for such items as fuel, water, electricity, and educational supplies. From such statistics annually collected and reported to each school by the Business Department, it would be expected that the pupils and employees of each school would become more economy conscious. It is further recommended that the Business Department and the research division of the school system engage in a larger amount of research on the business affairs of the school system. This will be made possible if the board accepts a recommendation made in a previous chapter of this report on the need for an Assistant in the Instruction Department to carry on administrative research.

The carrying out of the foregoing recommendation would possibly require the preparation of the annual budget by the officers of the board with the schools as units. A real functional budget in a system the size of Winnipeg cannot be prepared in any other way. It would require the participation of principals and teachers in the individual schools in reporting the needs of their schools for the ensuing year. It might take more work for the executive officers but as a result guess work would be eliminated in budget making, the problems of the budget would be understood by the employees of the board, and the practices of the schools would become more democratic than they are at present.

11. It is therefore recommended that the executive officers and the board explore the possibilities of preparing the 1949 budget according to the procedure suggested in the foregoing paragraph.

Insurance.—On May 1, 1947, the school board voted to insure its buildings and contents at 80 per cent of the "replacement value." Under this plan each building and contents is appraised at replacement value. The total value

is estimated at $11,393,300 for buildings and $1,183,700 for contents. The policies are written for a three-year term at 34 cents per $100 including 9 cents for supplementary perils—total premium $40,761.80. The insurance is distributed among 177 policies with 130 agents. The distribution of the insurance is made by a subcommittee of three members of the standing committee on finance. The names of all local "first agents" who are considered to have a right to participate in this public business are listed and then divided into classes according to general knowledge as to the size of the office of the agency, number of companies represented, number of employees, city taxes paid by the principals, etc. The agents in each class are then awarded a percentage of the total schedule ranging from 2¼ per cent down to ¼ of 1 per cent by board approval of the recommendations of the Finance Committee.

13. In the judgment of the survey staff, insurance at 80 per cent replacement value is not good policy. Even if fire should occur and destroy some of the buildings which constitute the greatest risk, replacement would not be desirable, but re-location would be required. Since the fire risk of public school buildings is comparatively small, and destruction of property is seldom complete, an insurance of over twelve million dollars on an undepreciated capital outlay of a little over two million dollars does not appear reasonable, in light of the great need to effect budget economies at the present time. Our recommendation therefore is that this matter be carefully reconsidered before the close of another year.

14. Furthermore, it would also appear that a method of distributing the insurance might be devised which would reduce criticism of the board. The method suggested for consideration is a committee of the local insurance association.

Administration of School Supplies and Equipment

The Supply Department consists of the Commissioner of Supplies, four clerks, one storekeeper, and one assistant storekeeper. This staff administers the selection, testing, purchasing, distributing, and accounting for the educational supplies and equipment of the school system, amounting to around $130,000 in 1947, or an expenditure of $4.33 per pupil enrolled. The supplies include free textbooks and the general and spcial supplies and equipment required in the elementary, intermediate, and high-school grades. The services of this department are essential to the smooth and efficient operation of the schools. Principals and teachers cannot do their best work when they have to wait for supplies and equipment or are required to put up with materials of inferior quality. A supply department in order to justify its existence must do so on the basis of the quality of its services to the schools—not by the money it saves for the taxpayers through astute bartering with vendors who have supplies and equipment to sell to the schools.

In recent years, supply departments everywhere have experienced the greatest difficulty in obtaining delivery on orders and in securing the standard supplies and equipment which the schools have been accustomed to receive. The Supply Department in Winnipeg has experienced these same handicaps because of shortages created by the war. However, the department has in spite of the difficulties rendered on the whole reasonably satisfactory services to the schools. One of the reasons for this has been the fine co-operation it has established with the professional personnel it undertakes to serve.

The following comments are drawn very largely from the committee report on the practices and procedures of the Supply Department.

Selecting and testing.—The selection of the type of supplies and equipment necessary for the operation of the various departments in the schools is a matter of consultation with the heads of departments, supervisors, principals, and other employees. For example, the selection of supplies and equipment for the Home-Economics Centres is determined in consultation with the Supervisor of Home Economics, and supplies and equipment for kindergarten classes are selected in consultation with a committee of kindergarten teachers.

In order to secure the proper quality which will fulfill the requirements for efficient operation it is the practice to test items of supply and equipment before they are finally introduced for general use in the schools.

This determination of quality is arrived at as a general rule by actual test in the department which uses the material, or in some cases in consultation with the heads of departments, supervisors, principals, or other employees. For example, the chalk now in use was selected after a thorough test by teachers in a number of schools.

Purchasing.—Supplies and equipment required in large quantities for common use in the various departments of the system are purchased by tender, either through advertisements in the newspapers or by quotation direct to the Commissioner of Supplies. In these cases all tenderers quote prices on definite specifications covering quantity, quality, delivery, etc. Miscellaneous items required from time to time in small quantities are purchased on the open market. In selecting the supplier, consideration is given to quality, price, delivery, etc.

The following are the major items of supply with a brief description of the method of purchase.

Stationery.—Comprises some thirty items (paper, plasticine, envelopes, blackboard erasers, chalk, pencils, etc.). Purchased by public tender. Contract runs for full school year and supplies are ordered monthly as required.

Lumber for manual training and technical shops.—Public tenders are called for twice a year, for the term January to June and for the term September to December.

Paper towels and toilet paper.—Secured by public tender for the full year's supply. Ordered monthly as required.

Science supplies and equipment.—Obtained by quotation to the Commissioner of Supplies for a full year's supply. One delivery a year.

Printing.—With the exception of a few forms which are mimeographed in the School Board Office all printing is done by commercial firms. Estimates are secured on each job with the exception of the annual report which is awarded by public tender.

Textbooks.—Purchased for free issue to pupils in Grades I to XII. Requirements for the full school year are purchased in the summer vacation months from the Provincial Text Book Bureau. Emergency orders are taken care of as they arise.

Library books.—Orders for the full year's supply are placed early each year with the Manitoba Text Book Bureau.

Light and power.—Purchased from the City of Winnipeg Hydro Electric System. Charge for this service is based on meter readings.

Telephone service.—Secured from Province of Manitoba Telephone System. Telephones are installed in all of the schools. As a special concession the School District receives the residential service rate on all school telephones.

Caretakers' supplies and equipment.—Items such as brooms, mops, mop pails, soap, sweeping compound, etc., have been standardized and as far as possible are purchased in sufficient quantities for one year with monthly deliveries. It should be pointed out that due to supply conditions since 1943 it has been necessary to suspend calling for tenders on a number of the above items. As soon as the supply situation returns to normal these items will again be purchased by tender.

All purchasing is centralized with the Commissioner of Supplies with the provision that in cases where supplies are needed immediately to prevent waste of time and labor, the Commissioner of Buildings and the Chief Operating Engineer may order direct from a dealer and afterwards issue requisitions confirming the order to the Commissioner of Supplies. A confirming purchase order is then issued by the Supply Department to the dealer.

Requisitions.—Supplies are requisitioned by school principals through the use of special forms sent to the Supply Department on the last teaching day of each month with the following exceptions: (1) April requisitions cover May and June requirements and October requisitions cover November and December requirements. (2) Except in cases of emergency textbooks, library books, and science supplies are requisitioned once a year.

Purchase orders.—Supplies and equipment are ordered on purchase forms. The board will not be responsible for any materials purchased without an order. The forms for the ordering of miscellaneous supplies are printed in quadruplicate—the original goes to the vendor, the duplicate is attached to the vendor's account, the triplicate is filed in the Supply Department, and the quadruplicate is for the storeroom clerks. Supplies purchased on annual contract are in triplicate as are all orders on the School Board Stores. These practices are in harmony with those used in urban school systems generally.

Deliveries.—The delivery schedule for the bulk of the educational and caretaking supplies is on a monthly basis with the exception that the May delivery includes June requirements, and the November delivery includes December requirements. Except for emergency orders, textbooks, library books,

and science supplies and equipment are delivered once a year and lumber for manual training and technical shops twice a year.

Supplies and equipment ordered from supply houses are delivered direct to the schools and items carried in stock in the School Board Stores are delivered by rented truck.

Invoices.—All invoices from dealers are centralized in the Supply Department for checking before being forwarded to the Secretary-Treasurer's Department for payment. The invoice is checked against the original purchase order and the receipt from the party receiving the goods. Prices and extensions are then checked before the invoice is certified correct for payment. Time discounts are taken in all cases.

Inventories.—Under the present system of a monthly delivery of usable supplies the schools carry a small reserve stock and no annual inventory is taken of these items.

A stores ledger is maintained in the Supply Department for all items carried in the School Board and Champlain Stores. In this ledger is recorded the value of all stock purchased, issued, and on hand. An annual inventory is taken and forwarded to the Secretary-Treasurer's Department for the purpose of the financial statement of the board.

A permanent supply record is kept by means of a card system. An equipment record also covers such items as typewriters, pianos, sewing machines, radios, motion picture projectors, duplicating machines, etc. This record includes the date of purchase, make of equipment, serial number, and cost.

Central stores.—A central stores with a full-time staff of two men is maintained in a building previously used for school purposes. The stock, which is limited due to storage facilities, consists of educational supplies, janitors' cleaning supplies and equipment, manual training supplies and equipment.

A permanent stock record is kept in the stores making it possible to take a complete inventory at all times.

A general delivery is made to all of the schools each month by rented truck and emergency deliveries made when the occasion arises.

The facilities of the central stores are also used to assemble and distribute special items received by the board from time to time from outside sources for general issue to the schools.

Estimates.—Responsibility for the final preparation of the budget estimates coming under the jurisdiction of the Supply Department rests with the Commissioner of Supplies. These estimates are prepared after consultation with the department heads, supervisors, etc. with a view to securing details of any proposed changes in policy, additional requirements, etc. A complete draft of the estimates in detail with comparative data for previous years is submitted to the Finance Committee for consideration and adoption.

In a previous chapter the survey staff has commented on the unsatisfactory character of the central storage building and proposed the erection of a new storage warehouse. Two of the staff members inspected the present building used as a storage warehouse and the organization of the materials in the rooms. In our opinion it would be impossible without a considerable expenditure of money for repairs and improvements to make these quarters satisfactory. Present arrangements are in our judgment inefficient both in the conditions of storage and in the way the supplies are handled for distribution to the schools.

15. We therefore recommend that the Commissioner of Supplies with a committee of board members, representatives of the Instruction Department, and school principals study this situation with the view of submitting an early recommendation to the board not only for a storage warehouse of the kind required for an efficient supply service but also for an organization which will make biweekly deliveries possible to the schools.

Legal Advice

The school board has very wisely retained the services of a competent solicitor to give legal counsel with regard to by-laws considered for adoption, contracts entered into, purchases, and the preparation of legal documents. The Solicitor is also expected to advise the executive officers of the board at their request and to assist in obtaining legislation when the interests of the schools require either changes in existing laws or the enactment of new laws. The Solicitor is expected to attend all regular and special meetings of the board and to be subject to call by executive officers.

16. While up to the present the board has been able to get along with part-time service of the Solicitor, the time may come when full time may be required. An expenditure of one-eighth to one-fifth of one per cent of the total annual budget would not be considered generally an excessive expenditure for legal services.



CHAPTER VI

SCHOOL AND COMMUNITY RELATIONS

A well-developed program of school-community relations is much more than a publicity program. Good publicity or interpretation from the schools is one part of good school-community relations; but equally important are the relations established between the teachers and parents; the relations established between the school as a community agency and other community agencies, and the relationships maintained between the content and methodology of the curriculum and the life of the community. Each of these aspects will be treated in this chapter of the survey report.

This chapter is based on evidence gathered by the local committee on school-community relations, and on observations made by the survey staff member. Many persons contributed information to the survey. Several previous studies of inter-agency co-ordination were available, and new collections of data were made relating to home and school associations, to publicity or interpretive services, to inter-agency co-ordination, and to the relationship between the curriculum and the community.

The findings of the present report on school-community relations appear to provide some new insights, but it seems probable that new insights are not the essential ingredient of progress toward better interpretation or improved community organizational arrangements in Winnipeg. Many of the comments appearing in this chapter have already been pointed out by official reports and important statements. Much progress along nearly every desirable line in regard to community organization and the interpretation of public agencies has already been made in the city. The seeds of a fine harvest have already been sown, and the plants are already growing. More than anything else, the outstanding need at present appears to be for co-ordinated, unified effort under vigorous and sustained leadership along lines which have already been established. The recommendation which was stated in Chapter II of this survey report must be restated here, for it is believed that the key to future development of better school-community relations is here.

> It appears to the staff member studying this problem that the superintendent must spearhead the movement to formulate a public-relations policy. While assuming large responsibility for the execution of the policy, the task of executing it and the development of an organization . . . . is too great for the superintendent to assume personally. A part-time assistant who is a member of the faculty of one of the high schools might provide part of the assistance required (p. 33).

It should be noted that this recommendation contains two elements. First, emphasis is placed on the formulation of a public-relations policy. Second, the importance of a clear allocation of responsibility upon individual persons for the development of the public-relations program is stressed. Both elements appear to be essential. At present there is a great deal of somewhat random activity with regard to community relations, but in many instances the activity appears to lack clear, consistent, and continuous purpose. If much of the energy now used for cultivating good relations can be systematized and co-ordinated under a comprehensive policy, effective results should follow. The policy should not be a static, inflexible guide to procedure, but it should describe the major goals of the community-relations program, and it should outline the resources and the projects needed for the accomplishment of goals.

A policy, however, will not by itself produce an improvement in community relations. The policy must be translated into action, and this requires an allocation of responsibility to someone who will see that the work is done. In the sections of this chapter which follow, it is important to understand that great reliance is placed on the formulation of policy for all aspects of school-community relations and on the definite allocation of responsibility for the entire program.

Publicity and Information Services

The interpretive services provided by the schools reveal clearly the need for policy in the conduct of community-relations activities. Many devices and projects are used to report school programs and school news, but it is apparent that the purposes of these devices and projects are frequently undirected and unco-ordinated. The need for planning, or for a comprehensive policy, is evident.

The city newspapers carry reports of school-board meetings, plays, operettas, and sports events. Recently one newspaper has presented a separate high-school column which appeals to the interests of pupils and portrays incidentally to the public many sidelights on student life in the high schools. A study of newspaper clippings collected during several recent months indicates that the news is composed almost entirely of superficially dramatic incidents. Great stress is placed on those school activities which are covered routinely by reporters, including school-board meetings and sports events. Other aspects of the schools, which may be equally newsworthy and which may portray far more realistically the true concerns of the school system, are described in the news clippings only occasionally.

The same generalization—that there is much activity on behalf of school-community relations but serious deficiencies of purpose and comprehensiveness—applies to other interpretive services. According to committee reports, there is great demand in the community for speakers from the field of education, and many individual teachers and principals appear before audiences regularly, but there is little unity of purpose or co-ordination of effort in the speaking activity. For example, the resources of the Central Volunteers Bureau (an agency providing speakers on a variety of topics) have not been used by the public school system.

As another illustration of the need for co-ordination of interpretative services, one may note the failure to provide very simple reading materials with significant educational content to the public. A variety of bulletins and pamphlets have been distributed in recent years, and these publications are entirely commendable. Their appeal, however, is primarily to the sophisticated reader. Even the pictorial reviews are not altogether suitable, although they undoubtedly reach a larger audience than such scholarly documents as the Annual Report of the Winnipeg School Board. The chief weakness of the pictorial-review type of publication is likely to be that the message is vague and undeveloped. Short, simple, attractive leaflets carrying a definite message are needed which will appeal to a large audience. The leaflets which describe adult-education opportunities in the public schools are the closest approach which the Surveyor has seen to the type of material which is needed.

A final example of publicity and information services may be drawn from the public-relations work which was done recently on behalf of the by-law for new school buildings and especially for technical-vocational education. In this case a co-ordinated and comprehensive plan was followed, which utilized platform speakers, radio addresses, newspapers, and special bulletins. This is the type of purposeful, co-ordinated information service which should be provided more frequently. It is important, furthermore, that well-planned activity of this type shall be continuous, rather than restricted to such crises as occur when a by-law is being considered.

In the promotion of good interpretation of the schools to the public, the role of every employee and officer of the school system must be considered. Each employee and officer has some influence on public relations. To a considerable degree, the Superintendent of Schools should think of each person as an assistant director of public relations. With this in mind, it would be well to establish several kinds of in-service activity relative to public relations for teachers, secretaries, caretakers, and others.

(1) The basic need of employees is for clear information about the purposes and procedures of the school system. The schools must be accurately interpreted to employees, before they in turn can give accurate interpretation to the public. Employees should be the first to hear school news, and they should hear it accurately. The publication of a regular house-organ for all employees, in addition to the present weekly letter to principals from the Superintendent of Schools, would seem advisable in a school system as large as Winnipeg. The house-organ should be prepared by a committee which includes the Superintendent of Schools as a member.

(2) Employees also need direct training in their responsibilities and opportunities for the promotion of good public relations. Elsewhere in this survey report, reference has been made to recommendations for the training of noninstructional employees in public-relations responsibilities. The face-to-face relations maintained by teachers and non-teaching employees, the sound of an employee's voice over the telephone, or the form of a business letter are powerful factors in the cultivation of school-community relations which should be brought to the attention of employees.

(3) For selected employees, usually principals and teachers, specialized responsibilities for public relations should be developed. Members of speakers' bureaus, sponsors of student publications, and teachers responsible for submitting newspaper copy from each school are illustrative of the special group who can improve their work by sharing experiences and by studying their responsibilities together.

School-board members constitute a special group within the school system, with a unique role in the development of school-community relations. They have a dual responsibility to interpret the community to school personnel, and also to interpret the schools to the community. Some of the headlines which school-board members have earned in Winnipeg newspapers since the school survey was undertaken are not likely to enhance good will for the schools. Inevitably, school-board members must take vigorous issue on many occasions in public debates, but a sincere interest in the welfare of children should prompt members to use temperance and fact in all arguments which might result in undermining public confidence in unwarranted fashion. On many occasions school-board members who believe in the public schools will find opportunities to explain the school program to citizens. Herein lies one of the major avenues of service for the school-board member.

1. It is recommended that the interpretive services of information and publicity be co-ordinated and developed comprehensively as a service to the schools. Materials relevant to all of the school purposes should be systematically provided to newspapers; the contributions of speakers, bulletins, displays, and the like should be planned continuously to serve definite purposes; appropriate materials for all types of reading and listening audiences should be prepared; and the influence of each employee on community relations should be recognized through appropriate in-service education procedures.

Relations between the Schools and Other Community Agencies

At least two previous documents—the "Report on Youth Needs," published by the Council of Social Agencies and the "Report on Recreation," published by the Winnipeg Parks Board under the City Council—have made notable contributions to thinking on community organization in Winnipeg. To quote from committee materials submitted for this survey: "In these two reports there is a great deal of research on what could be done in Winnipeg. Most of the findings are as true now as they were two or three years ago." Here, again, the importance of a carefully formulated policy by the school system and of energetic leadership to accomplish some of the goals which have already been established is apparent.

High praise is warranted, nevertheless, to the citizens and teachers of Winnipeg for the pattern of community organization which they have developed. Of course, many agencies besides the schools are involved in this pattern, and not all the inter-agency relationships include the school. Wherever it is appropriate, however, effective working relations have been established between the school system and other agencies. These relationships serve a multitude of purposes involving such agencies as the City Council, the Council of Social Agencies, service clubs, cultural organizations, and many more. To

indicate the complexities and the typical concerns of inter-agency relations, the following quotation from a committee report dealing with welfare agencies is presented.

> The following welfare agencies in this community maintain relations with our schools in the ordinary course of their work:
>
> The Children's Aid Society of Winnipeg
> The Family Bureau of Winnipeg
> The United Hebrew Social Service Bureau
> The Provincial Department of Health and Public Welfare
> The City Health Department (Public Health Nursing Division)
> The Y.M.H.A., Y.M.C.A., Y.W.C.A., Guides, Scouts, etc.
> Child Caring Institutions
> The Council of Social Agencies
> The Juvenile and Family Court (Attorney-General's Department Provincial Government)
>
> These welfare and health agencies have established relationships with the schools direct, and through the Child Guidance Department of the School Board with the visiting teachers and the attendance officers. In the case of the Council of Social Agencies, contacts with the School Superintendent and school-board officials also take place in the interests of community planning.
>
> The above agencies contact the school system on three levels, (1) the principal, (2) the child's teacher, and (3) the janitor.
>
> For the most part relationships with principals and teachers are good, but they vary with individuals. Efforts to interpret welfare services and the mental hygiene approach to children's problems to principals and teachers have been made in the past. This has been done through refresher courses sponsored by the School Board, by speaking to home and school groups, and teachers' groups, by distribution of literature, etc.
>
> The majority of teachers feel that more interpretation is needed, and the agencies feel the same. As the Child Guidance Clinic has extended its operations, social workers find that their work has been helped immeasurably, and that teachers are getting a better understanding of the basic philosophy behind social work and the more modern concepts of behaviour difficulties in children.
>
> An increasing number of contacts with the school are being made through the visiting teacher service, and agencies feel that the service is helping their work considerably. They would like to see all the schools use the service. Under the present arrangement the principal can have the services of a visiting teacher if he requests it. Some schools are not using visiting teachers at all, and refer cases of truancy to school attendance officers exclusively. There is need for a clarification and straightening out of the two services. The co-ordination of the work of the school attendance officer and the visiting teacher needs to be given some attention.

The Group Working agencies which use the schools after school hours feel that some of the janitors they have to deal with are difficult. There is a need to work out better arrangements with the principals, janitors, and groups using the school building, building inspector, and the City Director of Recreation. Some principals are in favour of group work programs in their schools, and invite the agencies in to put on programs and give every co-operation. Others are resistant to the idea of their building being used for such purposes.

There is general agreement among principals that the school buildings should be used for community activities out of school hours, provided adequate adult supervision is provided. In some instances in the past, this had not been the case. Similarly, teachers should have adequate locking cupboards in their classrooms so that school equipment is not disturbed by the community groups.

In general, social agencies feel that their relationship with the school system is good—they get a tremendous amount of help from the visiting teacher service and from the Guidance Clinic. They believe that there is an increasing awareness on the part of school personnel to the total needs of the child—the relationship of the child's family situation to his progress in school—and a desire to use all available community resources to bring the child the help he needs in his growing years.

They believe that more emphasis could be placed on this aspect of education in our teacher-training programs—both in the normal school and by way of refresher courses.

The teachers themselves seem to feel that more interpretation of social-work techniques and the help that social agencies can give to school teachers needs to be undertaken.

It is clear from this quotation that the maintenance of good inter-agency relations is a never-ending task which can never be more than partially solved by official agreements of co-operation.

2. The task before each agency is one of continuous study and in-service education. In the school system, principals, teachers, caretakers, and others must share in the development of inter-agency co-operation. Apparently, only a portion of the school staff has been reached to date on the problems of agency relations.

Relationships between Teachers and Parents

Many contacts occur between teachers and parents. The major agency in many Winnipeg schools for promoting these contacts systematically on behalf of children is the Home and School Association. According to a tabulation prepared for the survey, 19 schools out of a total of 65 have organized Home and School Associations.

The Home and School Association movement should be encouraged in Winnipeg. Education is a co-operative process. School and home inevitably share in the

education of a child, so it is desirable that they should work closely together. Definite organizations of parents and teachers have much to contribute to schools Principals of schools should encourage the formation of Home and School Associations in their schools, and they should take an active part with association officers in the planning of programs for the organization.

Considerable help and encouragement can be given to the Home and School Association movement by the Superintendent of Schools and his staff. It would be desirable to assign to some staff member definite responsibility for encouraging and aiding the association. Within the near future, every school should have a chapter of the association with a vigorous program of value to both parents and school.

One of the best methods for capitalizing on the advantages of Home and School Associations is through "room councils." Parents are, quite naturally, primarily interested in the work of their own children at school. The most vital association between teachers and parents is, therefore, between an individual teacher and the parents of the teacher's class. Particularly in elementary grades, room councils sometimes meet during the last hour of a school day to observe class work in progress, after which a tea and discussion led by the teacher are held. Sometimes room councils hold evening meetings or family picnics to become better acquainted with the teacher and with the work of the school. The room-council program brings vitality to home-school organizations.

There should always be a clear understanding of the purposes of home-school organizations. These are: (1) to promote harmony and good will between parents and teachers; (2) to enable parents to see, to discuss, to understand, and therefore to appreciate the nature of the experiences offered at schools for pupils; (3) to provide opportunities and to encourage the practice of co-operation between parents and teachers on behalf of individual children; (4) to provide opportunities and to encourage the practice of co-operation between parents and school personnel in the solution of school-wide problems; (5) to support the cause of education in the community.

It is comparatively easy for an association to be distracted from these important purposes. Some organizations, in an effort to enrol large numbers of parents, build their programs around entertainment either by exploiting the talents of school children or by securing popular speakers. Other organizations, eager to help their school, undertake money-raising ventures and seek to buy equipment such as radios or books for the school. Still other organizations become so interested in community projects that the school is distinctly secondary. A home-school program can be interesting without being entertaining, and it can help its school in more vital ways without attempting to provide money which the Board of Trustees can provide. As Home and School Associations develop in Winnipeg, attention should be given to the quality and relevance of the programs. Large enrolment and attendance statistics are of doubtful value if the programs do not accomplish what they should.

3. The survey staff recommends that Home and School Associations be encouraged in Winnipeg. Principals should take leadership in the promotion of associations in their schools, and some person in the central administrative

office should be responsible for assistance with the organizational problems of associations. Room councils should be encouraged within each association, and continuous effort should be made to insure that the associations serve their true purposes effectively.

Relationship between the Curriculum and the Community

Two types of relationship are desirable between the curriculum and the community: (1) resources—people, materials, and places—within the community should be used to enrich classwork in the schools; (2) ample provision should be made in the curriculum at all grade levels to study the problems, the resources, and the areas of living which exist within the immediate and the extended community.

Questionnaires were sent out to all schools to discover to what extent community resources had been used by teachers during the school year 1946-47.[1] The questionnaire asked the following three questions: (1) To what extent did teachers of Grades I-VI bring in outside speakers and demonstrators to enrich the curriculum during the year 1946-47? (2) To what extent did teachers of Grades I-VI take their classes on excursions to outside places during the year 1946-47? (3) To what extent did teachers make use of exhibit materials from the community to enrich instruction during 1946-47?

Forty-two out of 46 schools returned completed questionnaires. Since all had not been filled out with uniform thoroughness and since all replies were based on the memory of teachers as to what had been done in a previous year rather than on regularly kept records, it would be unwise to assume that the results give a complete picture of the extent to which community resources were used in the year surveyed. The returns were, however, sufficiently complete to give a good indication of what is being done in the schools. In the following table, the percentage of elementary-school teachers using persons or places as resources to enrich classroom work are reported.

TABLE 10

PERCENTAGES OF TEACHERS REPORTING THE USE OF COMMUNITY RESOURCES TO ENRICH INSTRUCTION

Grade	Percentages of Teachers Using Persons from the Community	Percentages of Teachers Taking Excursions to Places in the Community
I	21.5	25.0
II	34.2	26.1
III	45.1	35.1
IV	48.4	32.8
V	57.8	54.7
VI	55.5	53.7

[1] The report on this questionnaire study is drawn directly from a committee report to the survey staff.

If the data were accurately reported that from 21.5 to 57.8 per cent of the teachers use either persons or excursions to enrich instruction, the conclusion must be drawn that the relationship between the curriculum and the life of the community in Winnipeg is not particularly vital. When from nearly half to more than three-fourths of the teachers in the elementary grades make no use whatever of human resources or excursions in the course of an entire school year, the curriculum is suspected of being academic and unrelated to life. Even the percentages of teachers which are recorded is apparently too high, for the committee which studied this problem reports that "the figures showing the percentage of teachers who used outside persons have little validity in measuring the initiative of teachers in arranging for such, since art appreciation heavily outweighs all other subject areas in the frequency with which it appears in the questionnaire returns, and the arrangements for the visit to the schools of a team of art lecturers were made centrally by the administration."

The general conclusion to which these figures lead is substantiated by additional data from both elementary- and high-school teachers. There are bright spots in the picture (it is reported, for example, that extensive use is made in classrooms of films and radio programs), but the general impression is that community resources are not used extensively to enrich classroom work.

4. It appears that considerable improvement in the education program is possible at this point. The survey staff recommends that the use of community resources to vitalize the curriculum be increased. While it is not the intention of the survey staff member to specify the precise methods which should be used to increase the use of community resources, the following recommendations from the Winnipeg committee reporting on this subject contains constructive suggestions.

(1) That a statement of policy be issued by the administration establishing the use of community resources as an integral part of the school program.

(2) That facilities be set up at the central office for co-ordinating and promoting the use of community resources, such facilities to include:

(a) The keeping of a list of speakers and demonstrators available to schools and the making of arrangements for their visits to schools on request.

(b) The keeping of a list of places suitable for visits and the making of arrangements (including transportation) for visits by classes.

(c) The keeping of a list of materials available in the community.

(d) The issuing of a pamphlet covering the whole field, the pamphlet to be revised annually and to include the information recommended in (a) (b) and (c) above.

(e) The issuing of bulletins monthly, reporting successful work done in various classes and passing on suggestions.

(f) The maintenance of a bibliography of good reading in the field.

(g) An in-service course of training in the field.

In addition to the foregoing suggestions for increasing the use of community resources in classrooms, further suggestions on this subject are included in other chapters of this volume. The house-organ for teachers, which was recommended earlier in this chapter, may be used in part to accomplish some of the foregoing suggestions. The recommendations in Chapter VII regarding teacher personnel, proposing that teachers be given more time for curriculum development work, relates directly to this problem of enriching classroom instruction.

According to evidence which is available, even less provision is made for the second major type of relationship between the curriculum and the community—that is, for the study at all grade levels of the problems, the resources, and the areas of living which exist within the community. Except in the guidance programs of Grades VII, VIII, and IX, and in portions of the social-studies program, the curriculum is apparently not designed to promote an understanding of the contemporary world. It appears that much greater attention might be given in the content of the curriculum to such topics as family-living education, education in the conservation of natural resources, consumer education, safety education, intergroup and international education, and the like. Other chapters of this volume treat matters of curriculum content thoroughly, so little need be said here. It is important to realize, however, that the most vital relationship between schools and community should exist at this point—in the relationship of the curriculum content to the major areas of community living. It is unlikely that any amount of good publicity can preserve a school, in the long run, which does not contribute significantly to the quality of daily living in the communities of society. At this point lies one of the great challenges facing all schools everywhere—the challenge to make education meaningful to the lives of people.

CHAPTER VII

STAFF PERSONNEL

All who desire to work for the improvement of education in Winnipeg are urged to read the reports of the Winnipeg Committees on Teacher Personnel. Since these reports were prepared by teachers and principals working under the joint direction of the Survey Staff of the University of Chicago, the committee reports combine the factual data considered in the survey with an intimate knowledge of local conditions to produce many detailed and useful proposals.

In this chapter recommendations on teacher and non-instructional personnel are presented by the survey staff. In many cases the recommendations included in the chapter come directly from the Winnipeg committee reports and are buttressed by data in these reports. Other recommendations presented herein were not included in the committee reports. Some of these latter proposals would have the approval of the Winnipeg committees, while others would probably be strongly opposed at present by the Winnipeg teachers.

The recommendations which appear in this chapter must not be considered as the only recommendations of the survey on teacher personnel. The proposals presented here are those which, in the judgment of members of the survey staff, are of primary importance. In addition, the majority of the recommendations in the committee reports are also important, and they have the indorsement of the survey staff except in those cases where contradictory judgments are stated as preferable.

Recruitment and Preparation of Teachers

One of the problems which confronts school systems in times of high general employment is that of recruiting teachers. At the present time, many school systems are having difficulty in finding teachers at all, to say nothing of finding exceptionally qualified and talented teachers. Even when teachers are plentiful, there still remains the general problem of recruiting especially capable persons into the teaching profession.

Good financial compensation in the profession, humane working conditions, and an atmosphere conducive to high morale are probably the basic factors in recruiting promising talent into teaching. Beyond these basic elements, however, some method of cultivating interest in teaching among talented high-school youth may prove helpful.

1. The survey staff recommends that the Winnipeg School System, and the Department of Education of the Province of Manitoba, explore the possibilities for attracting more, and especially talented, persons into teaching. The suggestions of the Winnipeg committee proposing a recruitment program among high-school youth is commended for development and trial.

A principle for recruitment which appears to deserve further attention in the Winnipeg schools is that of securing teachers by deliberate search among a wide range of sources. It is always good policy to search extensively before employing a teacher; and this practice is particularly important when the supply of teachers is limited. The practice in Winnipeg of relying on candidates to take initiative in applying for positions tends to restrict the source of teachers to the local city and Province. The majority of teachers will always, no doubt, come from the vicinity, but definite efforts should be made to secure the richness of ideas and the superior quality which may come when the recruitment policy deliberately reaches out to many sources of teachers. It is probable that any obstacles which block the use of a wider range of sources can be overcome. An increased interchange of teachers between provinces, between major Canadian cities, and perhaps between the United States and Canada, should be sought; and the graduates of many normal schools and universities should be considered.

2. A more aggressive recruitment policy by the Winnipeg School System is recommended as another means of compensating for the present shortage of qualified recruits to the teaching profession, and as a method of securing the most competent teachers available.

Ultimately, the teaching profession must become so respected, and the recruitment program so vigorous, that the basic standards of preparation for teachers in Winnipeg can be greatly raised.

3. Definite steps should be taken looking towards the time when all teachers employed in Winnipeg have four years of post-high-school pre-service education. As an initial step, it is suggested that a co-operative planning committee representing the city schools, the Provincial Department of Education, the Normal School, and the University of Manitoba be established. Such a committee should have as its responsibility, the preparation of plans for both higher pre-service standards and better in-service education after teachers are employed. This recommendation urging a gradual but persistent increase in standards of pre-service preparation is of major importance.

Selection and Appointment

After the recruitment of the right persons into the teaching profession and into the Winnipeg School System, every effort must be made to secure superior service from the teachers and to provide superior conditions of welfare to the teachers. From the time an applicant accepts an offer of employment in the schools, both the school organization and the individual have a mutual concern with those two major elements—service and welfare. Every administrative policy, practice, act, or failure to act needs to be examined with regard to its effect on service to the school program and on the welfare of the teachers.

One of the first acts of the school organization in receiving new teachers should be to provide full orientation to the new situation. Proper orientation should lead to both improved service and greater teacher welfare.

4. It is recommended that the Winnipeg schools improve their orientation procedures along several lines. It may be possible for administrative officers to meet with newly employed teachers for a week or two before the regular program of each school year. A carefully prepared manual of rules and policies should be helpful to new employees. Particular efforts should be devoted to the supervision of new teachers. Regular meetings for new employees of the system during the first year of service may prove advisable.

Before a teacher receives a permanent place on the school staff, a probationary period long enough to permit a thorough adjustment of the teacher to the school organization is necessary.

5. In the judgment of the survey staff, the present two-year probationary period should be extended to three years. A longer probationary period would seem especially desirable if teacher contracts were signed when they should be—not later than the month of May for the following school year. At present, the contracts of teachers are sometimes not actually signed until after the teachers have been in their classrooms for several weeks. Notices of transfer, likewise, should be provided to teachers earlier than is now the case, except in the occasional instances of emergency transfer.

6. The survey staff recommends that contracts and notices of transfer be given to teachers in May or in June, except for the few cases which will constitute definite emergency appointments or transfers.

Compensation and Standards of Living

A commendable salary level and structure has been achieved for the present in the school system. Both the school board and the teachers deserve praise for the existing plan. It seems desirable to keep the present salary structure, which has recently been established and which represents the culmination of a great deal of effort, for at least the next five years. During that time, it may be necessary to adjust the total structure upward or downward if marked inflationary or deflationary changes occur in the value of money, but otherwise the school board and the teachers should be free to devote themselves to other urgent matters.

The levels which have been established for pension payments are not as appropriate to current costs of living as are the levels of on-the-job salary compensation. It must be apparent that the present on-the-job salary schedule does not permit many teachers to save or invest before retirement.

7. Consequently, it is recommended that the pension system be promptly improved to provide a standard of living after retirement which is comparable with the standard of living possible before retirement, with due regard for the changes which occur in the financial responsibility of a family before retirement.

Assuming that the present pension payments may be increased, not to provide an equal sum, but to provide an equal standard of living after retirement comparable to standard possible before retirement; and assuming that both on-the-job compensation and retirement compensation may be held reasonably stable for the next five years; it should then be appropriate to raise several questions about the methods used for formulating compensation policies.

8. The survey staff recommends that the compensation program be re-examined during the next five years in terms of (a) the real cost of approved standards of living for teachers, (b) the relationship of standards of living to the size of family being supported, (c) the relationship of on-the-job compensation to the length of the working year, (d) the desirability of a unified "single-salary-schedule," providing similar compensation to elementary- and to secondary-school teachers, (e) the inclusion in both salary schedules and pension schedules of provision for the automatic adjusting of schedules to marked fluctuations in the cost of living.

A rational approach to the establishment of salary levels is altogether desirable. At present, it is almost universal practice in both Canadian and United States cities to bargain for salary levels. The levels now established in Winnipeg were arrived at largely through the exercise of bargaining power, and the results while appreciated are probably not fully satisfactory to all. When the present salary structure is re-examined several years hence, it is suggested that joint committees begin far in advance to study the real cost of living for teachers. It is possible to agree upon the elements which are needed by teachers to live appropriately, and it is relatively easy to estimate the cost of these elements for a given time and place. In the judgment of the survey staff, the present salary levels will prove, in general, to be too low to provide for the standards of living which school-board members and citizens expect of teachers.

Clearly, any salary structure which is designed to insure some minimum standard of living must make allowances for the number of dependents being supported on a single salary by an individual teacher. The Winnipeg schedule does not provide salary allowances at present for family dependents, but such allowances appear to be necessary in a realistic salary program. The national allowances for dependents are not sufficient to meet the extra cost of dependents. It has been found that approximately double the income is necessary to support a family of four in comparison with the income necessary for a single person, at a given standard of living. Similar relationships can be established between a single person and various other numbers of dependents. In this connection it should be noted that the sex of the teacher is of small consequence in terms of financial expenditures. There is little excuse for salary allowances to men, as such, but there is much justification for allowances to either men or women teachers who must support dependents on a fixed compensation, whether that compensation be an on-the-job salary or a retirement pension.

Another major aspect of the salary schedule which should be examined in the years ahead is the relationship of the schedule to the length of the working year. At present, teachers work for approximately ten months of the calender year. When basic salaries are determined in accordance with the real costs of approved standards of living, two methods of procedure present themselves. Either the basic salaries can be fixed at the amounts necessary to maintain the approved standards of living for approximately ten months of each year, or the length of the work year can be extended for teachers and the salaries fixed correspondingly to provide financial support to teachers for twelve months of each year. The longer work year for teachers, and the correspondingly higher annual salaries, is strongly recommended for the development of good schools. Further reference to the importance of the longer work year will be made later in the chapter, for it seems essential if teachers are to accomplish all that they should in modern schools.

The longer work year is usually understood to mean that teachers will report for work during eleven months of the year, with the usual school holiday vacations during the eleven months, and with the twelfth month in the summer also for vacation. This allows about a month during the summer when the teachers are at school preparing teaching materials and the like, without pupils or classes to meet. Usually provision is made so that teachers can use an entire summer occasionally for university study or other special work.

The possibilities for better education in the longer work year are so great that the plan should be initiated at once in limited form if that is at all possible. It may be that present salaries for beginning teachers, for example, are already high enough in terms of an adequate standard of living to permit that new teachers enter the school system on a twelve-month contract. Or, it may be that special groups of teachers will wish to undertake the longer work year, with appropriate salary adjustment, in order to plan and develop new aspects of the school program recommended in the survey. If the proper studies of salary in relation to living costs can be made promptly, the work of implementing the recommendations of the survey in regard to curriculum and educational program will be greatly aided by prompt introduction of the longer work year.

Progress toward the "single-salary-schedule," which provides comparable incomes to teachers of elementary, junior high, and senior high school grades, has been made in Winnipeg. Commendation for this progress is deserved. The importance and the difficulty of teaching in the elementary grades is as great as the importance and difficulty of teaching in the high school. It is recommended that the single salary schedule be adopted, along with the other changes proposed for future years in the salary schedule.

Finally, as compensation policies are reviewed within the next few years it is recommended that the Board of Trustees make some definite commitment to teachers providing for automatic upward or downward adjustments in salary and retirement levels as the cost of living changes. It is only a small gain to adjust salaries to the real cost of living at a given time, and then to ignore the changes which occur in the real value of a fixed income. To rely on periodic petitioning and bargaining for the adjustment of compensation to inflation or deflation is an extravagant waste of time and an invitation to poor staff morale and to poor school-community relations.

The foregoing proposals for the development of compensation policies in the Winnipeg schools should do more than promote the welfare of teachers. These recommendations, if they are followed, should yield better service to the schools—better programs of instruction to pupils and larger contributions to the life of the community. New trails must be blazed at one or two points—for example, in providing for dependency allowances and automatic cost-of-living adjustments in retirement benefits—but the other recommendations to the Winnipeg schools represent superior practices which are already established in good schools elsewhere. Through these policies, it is believed that many of the "headaches" may be removed from personnel administration in a large school system, and an exceptionally fine school program may be encouraged.

A special feature of the retirement program which has relevance to compensation is the age of retirement. At present, men retire at age seventy while women retire at age sixty-five. It is possible that the present policy was established to aid men who, upon retirement, frequently have larger financial responsibilities for dependents. Unfortunately, the plan does not appear to provide effectively either for the total welfare of the teachers or for effective service to education. The fact that women at age sixty-five have a longer life expectancy and possibly therefore relatively greater vigor than men at age sixty-five, suggests that men should retire at least as early as women. When both on-the-job salaries and retirement pensions are appropriate to the costs of living at each stage in life, and when both are adjusted to the extent of dependency, there will be little reason for a later retirement age for men.

9. The survey staff recommends that the retirement age for men and women be fixed at a uniform point, preferably at age sixty-five.

Teacher Appraisal, Load, and Tenure

The tenure of teachers in Winnipeg is apparently secure to the point that at least a few teachers have been retained in service after repeated demonstrations of unfitness to teach. Neither successive transfers from school to school nor continued tolerance of inferior work can substitute for a systematic program of teacher appraisal which will distinguish and separate the occasional failures from the large majority of productive teachers. Even if every teacher in a school system were superior, evidence of the superiority should be at hand as a protection to the reputations of capable teachers and of a superior school system. Just as an audit is testimony to the honest handling of funds, so appraisal is testimony to the high quality of a good teaching staff.

Methods of teacher appraisal are in a period of transition in city school systems in the United States, and apparently in Canada. The older methods upon which school administrators have been accustomed to rely—the personal judgment of administrators, and more recently the "rating" or "check" scale—have been found unsatisfactory in many respects, and newer methods to replace them have not been perfected.

The Winnipeg schools have made as much progress as any school system in a movement which is widespread to reform teacher appraisal methods. There is,

as yet, no satisfactory method of appraisal in Winnipeg, but there is movement in the right direction. The superintendent has taken leadership in the consideration of the "cumulative-file" scheme of appraisal, and many teachers are interested in the development of adequate appraisal.

By the "cumulative-file" system of teacher appraisal, the types of productivity desired from teachers will be defined, and evidence which is as objective as possible about each teacher will be accumulated for each type of productivity. Both administrators and the teacher will contribute evidence to a file. Periodically, the evidence in the file will be reviewed with the teacher as a means of guidance both to the teacher and to administrative officers.

10. The survey staff of the University of Chicago has no formula to offer for teacher appraisal, but it commends the efforts to establish appraisal as a sound basis, and it recommends the development of the "cumulative-file" system as the most promising possibility. It is important that both the development and the operation of such an appraisal system be democratic. As a first step, it is suggested that a committee of teachers and administrative officers be established to identify the desired types of teacher productivity and to describe appropriate types of evidence to be collected. After the appraisal program is in operation, the review of evidence about individual teachers is a further responsibility in which a standing committee of teachers might well share.

Closely related to the problem of employee appraisal is the problem of employee work load. It appears that administrative practices in the assigning of work responsibilities to teachers are not as refined as they might be. Some teachers are burdened with many extra responsibilities, while other teachers perform a minimum of work. The differences in load depend, apparently, on differences in the abilities of teachers and on the teaching specialties which have been cultivated.

It is unfair to place excessive work loads on any teacher, or to assign markedly uneven loads to different teachers. On the other hand, many extra tasks must be performed in a modern educational program. The payment of extra salary for extra work is an unfortunate solution to the problem, with a demoralized teaching staff and a neglected educational program as potential outcomes. The application of weighted formulas to determine work loads is a solution to the problem which has definite advantages, but frequently there is difficulty in fixing the proper relative weight of a particular task. It seems likely that a simple allocation of time to each teacher is the most suitable administrative procedure

The equalizing of employee load by the method of assigning equal amounts of time to each person requires careful and thorough administrative planning. Within the time which is assigned, allowance must be made for correcting student exercises where this is necessary, for preparing laboratory apparatus, and for grading examinations, as well as for directing extracurriculum activities or providing other services. It should be understood that the teacher day, for every teacher, is longer than the pupil day. Every teacher should be assigned work to provide, on the average, perhaps one hour of time beyond the

pupil day. In some cases a teacher may perform his full extra service for the year by working several extra hours per day for several months, followed by several months without any extra work; and the working time for physical-education teachers and for some other teachers will frequently begin and end later in the day than is typical for most teachers; but in no case should individual teachers escape the required number of hours or be required or expected to work beyond the required number. Professional work cannot be routinized, but it can be systematized to prevent injustice.

11. It is recommended that principals work out schedules which assign to each teacher sufficient work to require, but not to exceed, approximately one hour per day on the average beyond the pupil day. Co-operative discussions between teachers and administrative officers should be held to determine the extra tasks essential to the school program, and to fix the amount of time allowable for each assignment. In some cases the size of the teaching staff of a school may need to be adjusted, in order to provide for the essential work.

Somewhat peripheral to the problems of teacher personnel, yet not unrelated to the problem of teacher load, is the present practice of organizing "beginners' classes" in February for first-grade pupils. There is probably educational harm in this practice, for the children who begin school in February are unable to remain in their original class groups for long and they are immediately subjected to pressure to "make up" a half grade in their school work. Furthermore, the practice affects teacher load, for it necessitates the complete reorganization of the schedules of many teachers semi-annually instead of annually.

12. The school board should immediately discontinue the practice of organizing February "beginners' classes," accepting first-grade pupils only in September and fixing the minimum entrance age of pupils at six years old by not later than February 1.

Health and Working Conditions

One of the most interesting reports submitted to the survey staff by a teacher committee was the brief on working conditions for teachers. It is unlikely that the quality of education is seriously dependent on any one of the conditions considered in the report, yet the cumulative effect of many small circumstances is likely to influence the welfare of teachers and the quality of service considerably. Failure to provide storage space for teachers' supplies; a disregard of teachers' interests and ideas in the requisitioning of instructional materials; low housekeeping standards by custodians in classrooms; the use of teachers' rest rooms for every purpose from that of doctor's office to storage closet space; unsatisfactory furniture and equipment in rest rooms and lunch rooms; inconvenient arrangements for teachers' coats and hats in school buildings; frequent interruptions of class work by administrators' messages; and failure to consult sufficiently with teachers in the preparation of new building plans are typical of the unnecessary frustrations mentioned by teachers.

13. Administrative officers should study the report of the teachers' committee on working conditions with care, and should arrange to check periodically

on working conditions with teacher groups. The causes of complaints regarding working conditions should be removed wherever it is possible to do so.

14. In regard to the health of teachers, it is recommended that periodic physical examinations of teachers—perhaps at five-year intervals after employment, for the present—be inaugurated at school-board expense for the protection of teachers and children.

Instructional Development

The development of the instructional program is the basic task of a school system. All aspects of personnel policy and practice affect the instructional program, but three aspects of personnel administration are particularly relevant. These three aspects are (1) the quality of instructional leadership as determined by the preparation and selection of principals and supervisors, (2) the time allotted to instructional leadership by principals and supervisors, and (3) the amount of time available to teachers for studying, planning, sharing, co-ordinating, and preparing for instructional development.

The quality of instructional leadership in Winnipeg is handicapped, in the judgment of members of the survey staff, by policies which actually prevent principals and others from giving effective leadership. Leadership in the elementary schools is diminished by a promotion policy which makes the elementary-school principalship, for men at least, merely a way station on the road to the high-school principalship. Since in general high-school teachers are promoted to elementary-school principalships, specialized preparation for elementary-school leadership immediately preceding appointment to the principalship is inevitably deficient.

Nor does the secondary school fare much better. By the time the high-school principal has achieved his goal, he has usually had to run the gamut of six promotional hurdles, from classroom teacher in elementary, junior and final senior high school to principal in elementary, junior, and finally senior high school. In all probability the rigors of the chase have left the hunter exhausted and confused just as the quarry is at hand. Advanced preparation for instructional leadership in the senior high school is likely to be in the content field established during years as a classroom teacher, to the neglect of broad curriculum training or of thorough administrative training.

15. It is strongly recommended that ways be found to define the types of training appropriate to preparation for administrative posts. By some means, promising individuals should be encouraged to specialize comprehensively at a relatively early age in the techniques of administration and in the two fields of curriculum and of child development. The instructional leader should be more than a master teacher in a single field. He should be able to give leadership in every area of the school program. Furthermore, it should be possible for a professional worker to specialize, although not narrowly, at a particular educational level, such as the elementary level or the senior high school level, for an entire career in the school system. As immediate measures,

in order to supply creative and understanding instructional leadership within the next few years, systematic and vigorous in-service programs for principals and potential principals should be provided. Liberal use of outside specialists and consultants may be helpful in supplementing local leadership. More than the usual number of supervisors may also be necessary for the next few years to assist principals in specialized fields. Eventually basic competency among principals for instructional leadership should be developed through modifications in promotion policies and by insuring adequate preparation for educational leadership. At least a small portion of all promotional positions should be filled from outside the school system, to prevent an inbreeding of ideas. Recruitment of leadership from outside the system will work no hardship on local persons if some attention is also given to securing promotional positions outside the system for some local aspirants.

Competent ability as an instructional leader is of little value if principals and other officers have no time to exercise it. This difficulty is an important one in the elementary schools of Winnipeg, where some principals must teach classes for major portions of their time. Under such circumstances the position of "principal" may permit some exercise of judgment at critical moments, and undoubtedly provides for the management of numerous routine matters, but there is no time for working with teachers in the development of better instructional programs. Caution must be exercised, and special provision may need to be made, to insure that clerical details do not absorb the time of principals and supervisors who are free of teaching responsibilities. Secretarial help is easier to discover and cheaper to employ than competent instructional leadership.

16. It is recommended that all principals be given time for instructional leadership, and that they be held responsible for definite accomplishments in this area. Where individual schools are too small to warrant full-time supervising principals, it is recommended that two or three schools be assigned to a principal.

The third essential to instructional development, along with trained leadership and time for leadership, is time for teachers to use in program development. Principals, supervisors, and consultants can suggest ideas, but the teachers must develop them. No more challenging task will confront the schools than that of discovering time for teachers to work on program development. The possibility of a month during the summer has already been discussed in relation to salary. Many administrative adjustments during the school year can be made to free teachers for program development. Summer workshops and institutes, special leaves of absence, wise use of substitute teachers, and changes in teacher schedules will yield additional time. A cook or a chef cannot serve meals continuously; some time must be reserved for preparing the food and washing the dishes. Similarly, teachers cannot appear before pupils constantly without opportunities for planning and preparation when pupils are not present. It seems clear that without the implementation of this recommendation for "program-time" for teachers, many of the other recommendations of this survey report can never be achieved.

17. The survey staff strongly recommends that ways be devised to provide teachers with liberal amounts of time for program development when pupils and classes do not need to be met.

Problems of the Noninstructional Personnel

Most of the principles which apply to the instructional personnel apply also to the several groups of workers who are employed as secretaries, caretakers, engineers, maintenance workers, tradesmen, accountants, or in other noninstructional capacities. In addition, distinctive problems arise with each type of worker. Very thorough and competent committee reports are available from each of the personnel groups. As painstaking attention to the details of these reports as to the reports on teachers is necessary from administrative officers. Major attention in this chapter has been devoted to instructional employees, since instruction is the central purpose of an educational agency; but in actual administrative practice the conditions of employment for one employee are as important as the conditions of employment for any other individual.

18. A general recommendation can be made, then, advising that the reports of the several committees on noninstructional employees be studied and acted upon with thoroughness. The proposals in the committee reports deserve as full consideration as the proposals in the University of Chicago survey volume, for in both cases the recommendations are based on thorough study and are serious expressions of best judgment.

Certain major recommendations regarding noninstructional personnel administration deserve particular comments in the following paragraphs. With reference to the secretarial or clerical staff, the classification and assignment of personnel and the relationship of classification to wages appear particularly to warrant revision. The proposal appears sound that three classifications of clerks be established in place of the present two classifications. Thus, the "junior," "intermediate," and "senior," or "A," "B," and "C," ranks would be established. This new classification will permit a different promotional arrangement, and with a smaller proportion of clerks at the top, or "C" level, the chief objection to a higher schedule would seem to be removed.

19. In order to permit greater flexibility in the transfer and promotion of clerks, and increased unity among the total clerical staff, it is recommended:

(a) That head clerks in senior high schools be classified as "B."

(b) That assistant clerks in senior high schools be classified as "A."

(c) That clerks in junior high schools be classified as "A" for the first five years (i.e., for the duration of the junior clerical schedule) and as "B" thereafter. Promotion will be possible to junior high school clerks under this plan without leaving the junior high school, and the junior high school will not be at a constant disadvantage in comparison with the senior high school or the central office.

(d) That clerks in the central offices be classified at all three ranks, with department heads classified as "C."

If the foregoing classification is followed, many advantages should be secured. Among the more important advantages is that the higher salaries recommended in the report of the clerical committee would then seem desirable.

A distinct group of workers consists of the male employees of the central office. Each of these men holds a unique position in the school system (for example, there is only one storekeeper, only one accountant, and so on). Because of this, each man is somewhat isolated, and there may be a tendency to overlook the welfare of these individuals. Administrative officers need to exercise particular vigilance in behalf of these persons. In spite of the distinctions between the individuals, a committee report for the group has been submitted which deserves consideration. The recommendations of the committee are commended to the Board of Trustees, with one exception. The committee in its original recommendations proposed that the office hours of the central office be changed to 8:45 A.M. to 4:45 P.M., from the present 9:00 to 5:00 o'clock. Since writing this proposal the committee has agreed that the change might incovenience teachers who have business after school in the central office.

The report submitted by the committee of school-plant employees pertains to several major groups of employees. Next to the group of instructional employees, this report relates to by far the largest number of employees.

Little need be said here about this report, for the reason that throughout the entire report every recommendation is a product of unanimous agreement first by all the members of the committee, and later by the University consultant also. The thirty-eight-page report is a major disseration on the subject of personnel administration in the Department of the Building Commissioner and of the Chief Operating Engineer. Extensive factual data are reported (e.g., the computations showing calculated and actual amounts of custodial service for each school building) and basic issues of personnel management are treated.

There is some danger in selecting portions of this report for discussion, since any selection is likely to imply that other items in the original report are not important. Every recommendation in the committee report has been carefully examined, and with one or two minor exceptions every recommendation is approved. All are commended to the consideration of school officials, but it seems desirable to lay special stress on a few.

20. The reorganization of the administrative structure of the school plant departments in order to secure a unified management seems particularly important. Many of the other recommendations regarding school plant personnel will be facilitated when a unified management of the entire area can be established.

Among these subordinate recommendations is the clear need for a review, co-ordination, and systematization of work and time schedules. To illustrate the peculiarities which exist when work is poorly co-ordinated, present practice provides in some cases for two men to visit certain small schools on winter nights—one to fire the furnace, and the second to sweep and dust briefly. Several distinctions applied to school plant personnel, as a result probably

of the present unco-ordinated administrative structure, serve only to irritate employees. These irritations should be removed. For example, it is reported that certain employees lack the status of "permanent employees," in spite of years of regular service. This and other similar distinctions should be removed.

Standards of housekeeping are in need of improvement in some instances, according to the testimony of both teachers and caretakers. Systematic schedules, a careful revision of the manual on "Duties of Caretakers and Engineers," classes and demonstrations for employees, and above all a sharing of responsibility for supervision by the principal of each school should produce a major improvement in the schools of the city.

21. Standards for working procedures, and systematic in-service education for all school plant employees, are elements in school plant administration which deserve particular attention in Winnipeg.

22. A properly equipped, centrally located warehouse and workshop appears especially important for effective and economical school plant administration. Present facilities result in loss of time and a great deal of inconvenience.

PART II

CURRICULUM, INSTRUCTION, AND PUPIL PERSONNEL SERVICES

CHAPTER VIII

THE SCHOOL CURRICULUM IN GENERAL

The school curriculum includes all of the learning experiences of the pupils that are used by the school to accomplish its educational purposes. Because the curriculum is the central activity of every school, it is well to examine it carefully, noting its aims, its operation, its effectiveness and its relation to the rest of the learning experiences which pupils engage in while at home, in church, or under the guidance of other social institutions. This requires brief preliminary comments about the nature of education and the way in which the curriculum provides the means of education.

Why Educational Objectives Are Necessary

Education is a process for acquiring desirable ways of thinking, feeling, and acting. The object of education is to develop in the pupils habits, skills, attitudes, knowledge, interests, appreciations, and ways of thinking that they did not have before they began their education. There are, of course, bad habits as well as good habits that people may acquire, vicious skills as well as socially useful ones, selfish attitudes as well as unselfish, misinformation as well as knowledge, boredom as well as interests, distaste as well as appreciation, opinionation as well as thinking. That is to say, not all changes that take place in pupils' behavior are educational. Education aims at the desirable changes, those that make for a better life. Furthermore, since the development of these characteristics in pupils takes considerable time, it is not possible during the limited time in which children are in school for them to acquire all the desirable changes in behavior that might be suggested. Hence, it is necessary for the school to select from all the desirable characteristics the most important ones as its aims. These important characteristics for pupils to develop are the educational objectives of the school. All the educational efforts of the school should be directed at the attainment of these objectives, the development in pupils of these important habits, skills, attitudes, knowledge, interests, appreciations, and ways of thinking.

Use of Learning Experiences

How does education take place? How does the pupil develop these changes in his ways of thinking, feeling, and acting? He learns through the experiences he has; that is, through the activities he carries on. His ways of acting day after day become habits which remain with him. Through continuous practice in writing, or reading, or handling a lathe, he becomes skilful in these matters. Through acting unselfishly week after week he develops unselfish attitudes. Through gathering information and using it to understand the

world around him, he acquires knowledge. Through repeated satisfactions obtained in various activities, such as in reading, in music, in sports, in history, the pupil develops interests in these fields. Through repeated opportunities to perceive significant aspects of meaning and of beauty in literature, or music, or art, he acquires an appreciation of books, or of music, or of art. Through many activities which required him to make observations, to interpret data, to apply principles to concrete cases, to make logical analysis, he develops effective ways of thinking. Hence, the school attains its educational objectives by having pupils carry on the activities which give them the necessary practice required to develop these desirable ways of behaving.

Evaluation as a Part of the Curriculum

Because this process of learning is going on in scores of pupils who have different abilities and interests and backgrounds, it is necessary not only for the school to provide these learning experiences for its pupils but also to make periodic checks to see whether pupils are acquiring the desired habits, skills, attitudes, knowledge, interests, appreciations, and ways of thinking. This process of periodic checking on the learning of the pupils is commonly referred to as educational evaluation.

What the School Curriculum Includes

The purpose of the foregoing paragraphs is to make clear what the school curriculum involves. It includes the educational objectives of the school, the learning experiences that are provided for the pupils to attain the objectives, and the periodic evaluations that are made to find out to what degree the objectives are being attained.

The Role of the Provincial Department of Education in Curriculum Development

The curriculum of the Winnipeg schools is the responsibility of both the Provincial Department of Education and the Winnipeg schools. The general plan and outline of the curriculum are authorized by the Minister of Education for the Province. Courses offered and textbooks used are primarily the responsibility of the Minister and his department.

Since the establishment of the Province in 1870, the conception of educational needs has been steadily broadened and the scope of elementary and secondary education has gradually been enlarged. The Provincial Curriculum has reflected the rapid development of Manitoba and the recommendations of several prominent Dominion and Provincial Commissions. Chief among the latter were the Royal Commission on Industrial Training and Technical Education, which published its report in 1913; the Manitoba Educational Commission of 1923; the Provincial Committee on the Review of the Programme of Studies, which published an interim report in 1926, and a final report in 1927; the Department of Education Committee on the Interim Programme of Studies for the Elementary School which published a programme in 1939; the Manitoba Committee on Articulation of University and High School whose report was issued in 1940; and the 1944 Committee of the Manitoba Legislative Assembly on Education which published a report in 1945.

These various reports focused attention upon the changing conditions of modern life and upon the varied characteristics of the pupils in school. The increased industrialization of the province, the greater demands for technically trained personnel, the increasing complexity of problems facing the citizen, the parent, and the consumer were all making new educational demands upon the schools. A higher level of literacy, of understanding, of skill and of competence was demanded. Changes in the curriculum reflected these demands.

Along with these developments of modern life, an increasingly larger percentage of pupils was attending the upper grades and the high schools. These young people included not only those who planned to go on to college but also those whose formal education would be terminated in the high school, children from a variety of backgrounds and with a variety of educational purposes in mind. For education to be helpful and meaningful to them required a corresponding variety in emphasis, in instructional materials, and in learning experiences. These conditions were also reflected in the changes in provincial curricula.

Current Statements of Objectives in the Manitoba Programme of Studies

The Department of Education resumed the task of curriculum revision at the end of the war, and in the summer of 1946 a revised programme for Grades I to VI was issued, followed in the summer of 1947 by a new programme for Grades VII to IX. Revision of the programme for high-school grades is now under way. The statement of objectives given in the new elementary program is in outline as follows:

1. The child should learn how to maintain his health at the highest possible level, develop physical and mental habits which promote the health of body and mind, and receive sufficient exercise and recreation to meet his daily needs.

2. The child must develop such fundamental skills in reading, oral and written expression, practical arts, and mathematics as are necessary to carry on the various activities in which he is engaged.

3. The child must develop the ability to take part in the social life, first of the family and school, then of the larger world outside the school.

4. The child must gain a knowledge of those fundamental facts which are essential to an understanding of the physical world in which he lives. He must also learn about the influence of science on human life and gain practice in using scientific methods of thinking.

5. The child should develop the ability to think.

6. The child should grow in his capacity to enjoy beauty and in his appreciation of the best in literature, music, and art.

7. The child should develop recreational interests.

8. As the teacher seeks to attain these ends he should at the same time be teaching the child to understand what are the purposes of life and what values are supreme.

The new junior high school program restates these objectives very concisely and adds a statement particularly applicable at this level:

1. Mental and Physical Health

The aim is:

(a) to assist the adolescent to understand the physical changes that are involved in the transition from childhood to maturity, and to direct him to correct health habits, food, and exercise, so that he may work with nature, not against it;

(b) to help the individual to overcome complexes and obsessions, to lead to thinking in terms of service, constructive and positive;

(c) to develop skill in the use of the hands and feet in co-ordination with other senses.

2. Intellectual Growth

The aim is:

(a) to get mastery of language as a means of getting from and giving to others, in correct and concise terms, the thoughts upon which our social structure has been and will be built;

(b) to bring about a clear understanding of human relationships in the social unit that is the school, right through to the unit that is the world, so that the student may learn to live with and for others;

(c) to lead to such knowledge of science and mathematics as will enable the student to take his place efficiently in the sphere of activity to which he is bound;

(d) to develop appreciation of the good and the beautiful.

3. Social and Economic Understanding

The aim is:

(a) to provide opportunity for association in work and play with others of the same age and interests;

(b) to afford practice in organization and leadership, thus enabling the student to function in his social environment and develop a sense of working with others—an essential in a democracy;

(c) to bring an appreciation of his aptitudes, abilities, and qualities to the point where the student may make rational choice of subsequent school courses or become acquainted with the possibilities of various vocations.

4. Moral and Spiritual Development

The aim is:

(a) to develop the student's power to reason in the light of all the facts and to come to recognition of what is good and what is evil;

(b) to teach the student to know what is good and what is evil, to choose the good and act in intelligent accord with this choice;

(c) to develop a sense of justice, a mind free from prejudice, consideration for others.

The provincial curriculum for high-school grades is now in process of revision. The account given above indicates that revision in these grades over some decades, has been to a large extent modification of a course of University matriculation type, together with some broadening and liberalizing of University entrance requirements. In the high-school curriculum now in use English, social studies (mainly history), and physical education, are core subjects. For University matriculation, definite requirements in foreign languages, sciences, and mathematics, must be met. For entrance to Normal School, foreign language is optional—otherwise the requirements are those for University matriculation, with the addition of one year that is the equivalent of the first-year University arts course. In addition to these fairly closely prescribed courses, a general course is offered with a wide range of options— a range that includes subjects of a vocational character. In Winnipeg quite extensive use has been made of these options. Some restriction on use of this general course is imposed by its limited acceptance as a credential for employment, or for further training. A considerable number of students attempt to combine some shop or commercial training with the University Matriculation or Entrance-to-Normal courses. What can be done in this direction is limited in a two-year course. Recognizing this difficulty, the Winnipeg schools have in the past four years, offered a third year of purely commercial training to students completing successfully their two years of high-school work on any course.

In the provincial revision, now under way, five definite courses are planned:

a. A general course
b. A commercial course
c. A home economics course
d. An industrial or technical course
e. An agricultural course

All of these courses will have a common core—more extensive than the core now in effect for the general course. This core will include English,

social studies, general science, mathematics, health, and guidance. On the general course the options allowed will have a wide enough range to meet the requirements for University entrance, for entrance to Normal School, or for general high-school leaving. On the other courses, the options will be limited by the requirement that 50 per cent of the total course will have vocational or technical application. (This meets the requirements for technical grants from the Dominion.)

Courses "b," "c," "d," and "e" are three-year courses. Course "a" is laid out in three levels, the third being the equivalent of First Year University. The full course will normally be taken in four years. University entrance will normally be met in three years. Provision is made for acceleration to allow able students to meet the University entrance requirements in two years, and to complete the course in three years. The same core subjects will be required in all five courses.

Role of the Winnipeg Schools in Curriculum Development

The Outline of the Curriculum as prepared by the Manitoba Department of Education is reproduced here. This outline is viewed by the Department as a statement of the minimum expected of every school in the province. The Winnipeg City Schools have the responsibility for the interpretation of this outline, for the modification of the curriculum to provide for local needs, for the enrichment of the content of the curriculum to provide the best possible education for the children of the district, for the vitalization of the curricular materials for instructional purposes, for the actual conduct of learning activities in accordance with the curriculum, and for periodic appraisals of the curriculum as a basis for its continuous improvement.

Interpretation of the General Objectives for the Winnipeg Schools

As a step in interpreting the provincial curriculum for use in the Winnipeg schools, the Survey Committee on the Curriculum undertook to state the general objectives of the city schools as follows:

> The central purpose of the schools is to secure effective participation in the highest form of the democratic way of life, through service directed toward the preservation and extension, and through the fullest possible realization of the potentialities of each individual. This over-all aim has been kept in mind in the following analysis of general objectives:
>
> (1) The pupil should learn how to maintain his health at the highest possible level, should develop physical and mental habits which promote health of body and mind, and should receive sufficient exercise and recreation to meet his current needs. This objective involves:
>
> (a) personal health for satisfactory living.
> (b) personal physical and mental fitness for employment.

(c) appreciation of the importance of public health both for individual and community benefit.
(d) realization of, and acceptance of, his individual share of the responsibility for public health.
(e) ability to meet intelligently the hazards of ordinary life and concern himself with the safety of others.

We must make available to all youth a program of knowledge and one of prevention and treatment that will enable them to maintain health and physical fitness throughout life.

(2) The pupil should develop such fundamental skills in the fields of reading, oral and written expression, computation, and practical arts, as are necessary to carry on successfully the various activities in which he engages. This objective involves:

(a) the knowledge, fundamental skills, and attitudes necessary for the achievement of a social and economic status consistent with his potential abilities.
(b) a fair estimate of his abilities in these respects and of possible fields for their use.
(c) the training necessary for entry into a socially useful occupation, or for continuance of study and training toward occupations requiring extended preparation at an adult level.

(3) The pupil should develop the ability to take part in the social life, first of the family and school, then of the larger world outside the school. This objective involves:

(a) satisfactory relationships with persons making up the social groups in which he now lives (home, school, etc.)
(b) ability to extend the development of satisfactory relationships to new and larger social groups.
(c) knowledge of democratic institutions (including those making up our system of representative government), and acceptance of personal responsibility for their successful operation.
(d) knowledge of social, economic, and political relationships on a world scale; and attitudes favorable to reasonable action in this wider sphere.
(e) ability to find a place in the working world.

(4) The pupil should gain a knowledge of those fundamental facts which are essential to an understanding of the physical world in which he lives. He must also learn about the influence of science on human life and gain practice in using "scientific method." This objective involves:

(a) knowledge of the natural resources of his area, his country, and the world in general.

(b) recognition of the need for intelligent conservation of these resources and for their utilization for legitimate social and economic purposes.
(c) knowledge of the processes by which the most essential goods and services are produced and made available.
(d) knowledge of the principles of science necessary for safe and efficient "consumer" utilization of the natural forces and artificial mechanisms that commonly affect our lives.
(e) sufficient organized knowledge of facts and principles in the field of natural science to make possible intelligent reading of current articles and references.
(f) some understanding of the methods that have been developed in the fields of natural science for the collection, verification, organization, interpretation, and application of facts.

(5) The pupil should develop the ability to think. This objective involves:

(a) recognition of the widespread importance of "problem-solving" in human affairs—personal and social.
(b) knowledge of the difficulties confronting the problem-solver. (Emotional influences, fallacies in reasoning, difficulties in determining facts, etc.)
(c) ability to make conscious use of an effective problem-solving technique.
(d) ability to apply (in some degree) to a wider field, problem-solving techniques learned in school situations.

(6) The pupil should grow in his capacity to enjoy beauty and in his appreciation of the best in literature, music, arts, and crafts. This objective involves:

(a) growing recognition and appreciation of excellence in these fields.
(b) opportunity for creative expression.

(7) The pupil should develop recreational interests. This objective involves:

(a) ability to find and cultivate legitimate fields of personal interests and enjoyment in keeping with his physical and mental powers.
(b) establishment of recreational interests and skills that are capable of retention and growth in adult life and not entirely dependent on physical vigor or the social setting of adolescence and youth.
(c) ability to discover in the field of school work and play approaches to fields of personal interest and the development of these interests.

(8) The pupil should develop an understanding of the purposes of life and should learn what values are supreme. The attainment of this objective involves:

(a) interest in evaluation of human activities and achievements.
(b) development of some sense of values and some criteria for establishment of values.
(c) some knowledge of systems of moral and spiritual values that have or have had, a broad influence in human affairs.
(d) recognition of excellence in human actions, achievements, and relations.

The survey staff commends this statement of general objectives and its interpretation for use in the Winnipeg schools. These objectives are in accord with the needs of modern society, they represent important characteristics of value to every pupil, and the list as a whole is both comprehensive and yet small enough in number to be possible of attainment. Furthermore, the replies received from 634 of the Winnipeg teachers indicated an overwhelming acceptance of these general aims for the Winnipeg schools.

Need for Further Definition of Objectives

The necessary definitions of these objectives in terms of the background and needs of the children in each school have not been formulated. For these objectives to be most helpful to a teacher they must be translated into specific terms that clarify the particular goals that are appropriate for his pupils and that he may reasonably expect to attain. This task of translation must be done by every teacher in order that he may have a clear interpretation of the objectives of the curriculum. This step has not generally been taken in the Winnipeg schools.

1. The survey staff recommends that each teacher be helped to translate the general objectives of the Winnipeg School Curriculum into clear and definite terms that take into account the abilities and needs of the children he is teaching. This will require in many cases that the teacher have more understanding of the pupils he teaches and more knowledge of the local community. It is recommended that a systematic plan for study by teachers be worked out to enable them to gain the needed understanding of their pupils and to get more adequate information regarding the community and its needs. This requires provision of time, of guidance, and of study materials.

Are the Learning Experiences Used Appropriate to the Objectives?

Turning from consideration of the aims of the curriculum in the Winnipeg schools, attention is next directed to the kinds of learning experiences that are used by the schools as the means of attaining the objectives. The first requirement of effective learning activities is that these activities be appropriate to the objectives of the curriculum. There is no magic by which a child acquires a given kind of behavior. It is learned through practice under

conditions which give meaning to it and which motivate the learner. A given form of behavior can not possibly be acquired if the pupil has no opportunity to practice it. Hence, the survey staff has sought to determine how far learning experiences were actually used in the schools which gave opportunity to practice all of the kinds of behavior listed as the general objectives of the curriculum.

Evidence on this question was obtained from a variety of sources. Answers to a questionnaire, part of which bore on this point, were received from 634 teachers. Although 83 per cent accepted all the objectives, less than half believe that they are greatly influenced in their actual teaching by all the objectives. The objectives which they think are being given less attention in their teaching are social relations, scientific thinking, aesthetic appreciations, and recreational interests. They stated that the objectives of developing fundamental skills and of acquiring the ability to think are the aims that most commonly guide their work.

A second type of evidence on this question was obtained from a series of 416 observations of classroom teaching. These observations were made by the principals and supervisors of the Winnipeg schools. The learning activities used by the teachers during the time of observation were classified by the committee. This classification indicates that approximately 45 per cent of learning activities observed were primarily appropriate for acquiring the second objective, "skill in the fundamental processes." About 15 per cent of the learning activities were primarily appropriate for developing the fifth objective, "ability to think." The remaining 40 per cent of the learning activities were distributed over the other six objectives. This evidence is quite consistent with the replies of teachers to the questionnaires.

A third type of evidence was obtained from the various subcommittees studying instructional problems in the elementary and secondary schools. Their reports suggest a distribution of emphasis in learning experiences quite like that implied by the questionnaire returns and by the observations. These special committee reports indicate that the majority of the learning experiences used in the Winnipeg schools are activities appropriate for the acquisition of the fundamental processes and of information. A considerable number of learning activities are appropriate for developing better social relations, and in the elementary school, quite a number of learning activities are appropriate for developing health habits and attitudes. In general, however, relatively few learning experiences are used that are likely to develop appreciations, interests, values, social understanding, and scientific thinking. There is need for the planning and use of learning experiences that really give opportunities for the pupils to practice the various kinds of behavior implied by the general objectives of the curriculum. A recommendation for helping this situation will appear later in this chapter.

Do the Learning Experiences Have Meaning to the Pupils?

For effective learning it is necessary that the experiences the pupils are having in school shall have real meaning to them. The practice of meaningless activities results in little, if any, retention, no transfer of learning to other areas of life; in fact, no likelihood that the learning will actually

be applied in the pupils' lives. For learning activities to be meaningful to a pupil he must see some connection between the activities and significant aspects of his own life or the world around him. Too often learning experiences are assigned to a pupil without considering whether he sees any connection between these exercises and other matters which are significant to him. Even when learning has some meaning to the pupil, it is rare to have the meaning developed so that he sees the application of what he is learning to all relevant aspects of his life.

It is apparent from this brief explanation of the principle of meaningfulness, that the meaning of a given learning activity may vary with the background, the interests, and the knowledge of the pupils. What has meaning for one pupil may not have meaning for another. It is necessary for the teacher to know his pupils well enough to be able to judge quite accurately the kinds of experiences that can have meaning to all his pupils, and those experiences that have meaning for various pupils in the class.

A second inquiry of the Curriculum Committee regarding learning experiences sought to find out to what extent learning experiences are being used that have meaning to the pupils in each class. Very little data were obtained on this question. The percentage of participation of pupils in the learning experiences throws some light on the question, since quite generally pupils are more likely to participate if the activity has meaning for them. On the basis of more than four hundred classroom observations made by principals and supervisors it appears that approximately 80 per cent of the learning activities observed were participated in by 75 per cent or more of the pupils. This suggests that, in general, meaningful learning experiences are being used.

The percentage of participation on the part of high-school pupils as reported by the classroom observations is lower than in the elementary school. Only 61 per cent of the learning activities observed in the high school were participated in by 75 per cent or more of the pupils, while 22 per cent of the activities were participated in by less than half the pupils. The high-school learning experiences appear to have meaning to a somewhat smaller percentage of the high-school pupils than is true in the elementary school. The high-school curriculum appears to need some attention here. In general, however, this does not appear to be a major problem of the Winnipeg schools.

Do the Learning Experiences Used Strongly Motivate the Pupils?

Learning is most effective when pupils carry on the learning activities wholeheartedly and enthusiastically. It is not what the teacher does, but what the pupil does that the pupil actually learns. It is not through activities in which the pupil engages in a routine or superficial fashion but through activities that involve him deeply so that he learns surely and permanently. If he is not really involved in the learning activities and is not pursuing them under his own power, then the pupil is not likely to engage sufficiently in these activities to learn much from them.

To choose learning experiences that have real motivation for pupils requires a knowledge of the pupils, their interests and concerns, and the kinds

of satisfactions to be had by them in various types of activities. Some teachers know little about certain of their pupils. Some teachers assume that every pupil has interests and concerns like those of adults or like those the teacher had when he was a child. It is not uncommon to find whole segments of pupils who are preoccupied with social adjustments, with occupational plans, or with personal problems who are untouched by most of the learning experiences of the school. Nothing in the classroom or laboratory seriously engages their effort. Instead they may turn to athletics and social activities for what little learning the school provides them.

So far as the Winnipeg schools are concerned, the picture of motivation is generally good. In the observations of more than four hundred classrooms, the principals and supervisors reported pupil initiative and co-operation in the learning activities in 35 per cent of the cases and willing participation in another 58 per cent of the classrooms. There is considerable room for improvement in the use of activities that have higher motivation for students but the situation in Winnipeg is better than the typical situation in schools generally. A recommendation appearing later in the chapter suggests further attention to this aspect of the learning experiences used.

Is There Sufficient Variety in the Learning Experiences Used to Provide for Individual Differences?

For public schools to reach all their pupils with effective learning experiences provision must be made for the wide differences among pupils. Pupils now in school include those with great verbal facility and also those with very limited verbal ability, as well as the range of abilities between these extremes. Some pupils work rapidly, others slowly. Some find abstract analysis easy, others must laboriously derive each abstraction from many concrete experiences. These are but samples of the many respects in which pupils vary.

Knowledge of these differences would lead one to expect in the Winnipeg schools the use of varied types of learning experiences—verbal, pictorial, auditory, and direct experiences in the laboratory and in the community. Although the subcommittees in the elementary and secondary schools report a number of illustrations of the use of a variety of learning experiences, very few teachers and schools are now providing the variety of learning experiences required for effective work with the range of pupils involved. Textbooks and workbooks still largely dominate the learning materials provided. Pupils having difficulty, too often drop out, or are permitted to go listlessly but ineffectually through learning experiences which are primarily verbal. Not only are many pupils with limited verbal facility making little progress in learning but at the other end of the ability scale, pupils are often getting less than the school could provide because of the failure to choose learning experiences that are of most value to the unusually able pupil.

Recommendations Regarding Learning Experiences

Attention has been drawn to certain needs for improving the learning experiences used to attain the objectives of the school. The following recommendations are presented as ways in which the learning activities may generally be improved.

2. It is recommended that provisions be made for teachers to receive assistance in planning learning experiences for the curriculum. This will quire opportunity and time for them to study and to report and to hear rep of effective activities various teachers are using. It will also require guidance and leadership and the provision of a greater variety of instruct materials and aids to learning.

There is great variation in the type and amount of teacher planning n going on. The criticism is sometimes made that detailed plans in advance inflexible, eliminate spontaneity, and deny pupil participation in plannin creasingly, in the United States, these shortcomings of teacher plans are met, by planning learning experiences in blocks called "resource units." for resource units will suggest a variety of learning experiences that mig used for a given block of work from which selection at the time of teachin be made in terms of the particular situations that arise. Furthermore, th teacher can always modify plans in terms of new possibilities that suggest selves as the teaching goes on. However, the number of new possibilities small when careful plans have previously been made. The more common dange the present planning of learning activities is not a lack of opportunity f ideas to be followed but rather a diet of textbook recitations occurring b no other plans have been made.

In planning resource units, the educational objectives should be cons ly used as guides. These objectives when they have been clearly defined i cate the kinds of behavior changes to be brought about in pupils. Such de tions suggest the kinds of learning experiences to be used, since pupils c acquire the behavior defined only by having a chance to practice it. Thus objective in biology or health defined as: "Understanding of human dietary needs, ability to identify common inadequacies in human diets, and to sugg possible solutions" requires experiences in the laboratory, in reading, ar interviewing to learn about common inadequacies of diets, experiences that volve analysis of the diets of various individuals and groups, and opportu to solve the problems thus analyzed. Clearly defined objectives should se as the lead for planning resource units, checking possible experiences to that they really provide opportunity for practicing the behavior implied b objectives.

Another step will also improve the planning. Opportunities for using behavior implied by the objectives in the current daily lives of the pupil should be sought. This involves two procedures. The first is to examine objective and to ask: "How can this objective be applied, where appropria the home experiences of the pupil and to his life in the community? in hi school experiences? Can the pupils actually be aided to apply this behav the community?" Answers to these questions will suggest a number of lear experiences that relate what is learned to real life, particularly to lif side the school.

An added procedure that may help in planning is to consider possible ing activities that are suggested from previous experiences in teaching, connection with each activity ask: "How could this activity be modified t

more and varied aspects of the pupils' lives? How could it have wider applicability to this community?

This step of seeking learning experiences that relate to the pupils' lives and that can be applied to a wide range of their life activities increases the number of meaningful learning experiences, and also promotes transfer in learning.

A very helpful step in improving the planning of learning experiences is for the school to make a fairly comprehensive study of its pupils and to provide the data as a basis for planning. This really means several things. First, that teachers are encouraged and helped to gain an understanding of children through some systematic plan of study. Second, that a comprehensive and cumulative record of each individual pupil is maintained and available for use in the school. Third, that time is set aside, after school is out in the spring or before it opens in the fall, for teachers to study the data regarding the pupils they are to teach, and for them to plan learning experiences by taking this information about their pupils into account.

Educators generally have talked for years about providing for individual differences. If provisions for individuals are to be carefully planned, then, teachers need to know about these individuals in some detail at the time plans are being drawn. In the early stages of any such program, teachers will need assistance in translating facts about pupils into appropriate learning experiences. They will also need help in setting up small group and individual activities which are as essential as activities involving the whole class in order to promote effective learning. This kind of procedure should not only provide more adequately for individual differences but it should also help to identify learning experiences that will have high motivation for the pupils; since the study of the pupils will reveal their interests, their concerns, and the activities from which they derive real satisfaction.

These suggestions are not panaceas for improving learning experiences. They are, however, procedures that can make the learning activities of pupils more meaningful, more relevant to objectives, and more effective.

How Efficient Is the Organization of Learning in the Winnipeg Schools?

The significance of organization arises from the fact that learning experiences in isolation have relatively little effect. Marked changes in the behavior of pupils grow out of experiences over the months and years that produce a considerable cumulative effect. A well-organized curriculum is one in which the various learning experiences so reinforce each other as to produce a maximum cumulative effect in promoting the objectives of the school.

What are the important principles to consider in the organization of the school curriculum? The first is to provide for an effective sequence of learning experiences that carries the student to a high level of achievement in the various fields. This means that the several school courses build upon previous courses and are followed in subsequent years by courses that develop more deeply and broadly the basic learnings that were begun in the earlier courses.

A second principle of organization is to provide for integration. Integration refers to the relation between the learning experiences in one subject or field with those in another, and between the learning experiences in the classes with those outside the classroom. A well-integrated curriculum is one in which concepts, skills, attitudes, and the like developed in one field are utilized in other fields and vice versa, and also learnings acquired in the classroom are related to those acquired outside the classroom and vice versa. This kind of reinforcement of learning contributes markedly to higher levels of achievement, to transfer, and to permanence.

The typical school curriculum is not well integrated. This is true in Winnipeg and it is true in schools generally. What relationships there are between the learning experiences of one field and those of another are largely accidental. Although there are many possibilities of relationship, there has not usually been any systematic exploitation of them. For example, consider the many opportunities for integration between mathematics and science. Science provides opportunities for applying many of the skills and concepts of mathematics. Yet these possibilities are rarely followed through by careful planning on the part of mathematics and science teachers. Similarly the values emphasized in social studies could be the values dramatized in literature. Yet again, there is little systematic effort to bring out these relations in the planning of English and social studies. In general, the potentialities of integration are not carried out. This problem needs attention.

A third principle of organization is to provide periods for learning of sufficient length for pupils to get deeply involved in the learning activities. The divisions of learning into many specific subjects, the divisions of the day into short periods, the divisions of courses into semester or year units, all contribute to the fragmentation of the total period for school learning which makes it difficult to plan easily for sequence and integration and it also limits the opportunity for extended contact by the teacher with individual pupils. This fragmentation of learning is to be found both in the elementary schools and in the high schools of Winnipeg.

Responsibility for Curriculum Organization

It is appropriate at this point to raise the question as to whether the improvement of the organization of learning experiences is a step to be taken by the Winnipeg schools or by the Provincial Department of Education. There are, of course, important aspects of organization which are the responsibility of the Department of Education, and some steps are being taken in the current curriculum revision to improve organization. Broader subject fields, better sequence of content, and providing closer relationships in content among the various subjects are steps that are being taken in the revision of the Manitoba curriculum.

However, the view taken by the Department that the program of studies is a minimum outline for adaptation and enrichment by the local schools, places responsibility upon the Winnipeg schools for steps to improve organization that fall within the adaptation and enrichment possibilities. There are many opportunities for improving sequence and interpretation so far as the types of behavior represented by the learning experiences are concerned and in terms of

basic concepts used again and again in the curriculum and in terms of recurring emphasis on life values. Furthermore, the length of periods of learning can be modified. These aspects of organization are important and within the responsibility of the Winnipeg schools.

Recommendations Regarding Curriculum Organization

3. It is recommended that efforts be made to provide for longer periods and larger units of instruction, both in the elementary schools and in the high schools. It is also recommended that conscious attention be given to improving organization when learning experiences are planned.

Longer periods of time for broad subjects and fewer of them give an opportunity for better integrated learning on the part of the pupils and make it easier for teachers to plan both for sequence and integration. Organization can also be improved by more clearly identifying the chief concepts, skills, attitudes, and the like that are expected to serve as threads running through from the first grades to the last, and also the threads that should run through from one subject to another. These are really the organizing elements of the curriculum. They should be the kind of things that can recur again and again in the learning experiences of pupils so as to help produce the desired cumulative effect. Obviously, skills like those in mathematics and reading are of this sort, as are concepts like that of social interdependence which can be of significance in all social studies and in other fields. Other such threads might have values like the belief in the dignity and worth of every individual, since this value needs to recur again and again to become dominant in the attitudes of pupils. The identification of significant organizing elements and their use in planning so that they are frequently brought into the learning experiences of pupils can greatly aid curriculum organization.

Evaluation of the Curriculum

Evaluation is an integral and essential part of the curriculum. Since teaching is a complex process dependent upon so many factors, it is not possible to predict the results with certainty. So that pupils will not be inadequately taught because of failure to judge in advance just what teaching would be effective with them, and so that teachers may guide their own teaching by a knowledge of success and failure, evaluation of results is necessary.

What are common weaknesses in the evaluation practices of the schools? One of the most serious errors is to fail to make any systematic appraisal. The belief is altogether too prevalent that teachers can intuitively judge what is working and what isn't working. These judgments are more closely related to the mood and attitude of the teacher than they are to the objective reactions of the pupils. Sound evaluation cannot be based primarily upon the teacher's feeling of success or failure.

A second common weakness of evaluation is limiting the appraisal to a few of the more tangible results, often those of minor importance. A comprehensive evaluation would show to what degree the pupils were attaining each of the major objectives of teaching, that is, to what degree the desired changes in behavior were actually taking place. This would mean finding out the changes in

pupils' knowledge, skills, ways of thinking, interests, attitudes, and the like, because these are major objectives. However, the schools generally continue their testing of pupils to the information they recall and to some of the specific subject skills they have developed. This is obviously inadequate as a basis for real appraisal of the teaching.

A third weakness which is found among a number of teachers in the Winnipeg secondary schools is to depend upon the provincial examinations for evaluation. This is unsatisfactory in several respects. Since the provincial requirements represent a minimum program, examinations based on this program do not adequately reflect the adaptations and enrichments of the Winnipeg schools. In the second place, the provincial examinations have to be constructed and administered under conditions that limit them to paper-and-pencil tests. They do not provide comprehensive evidence regarding all the objectives of the provincial curriculum. Finally, the attitude of teachers who use the provincial examinations as the primary means of appraisal is one of teaching for the tests rather than teaching for the accepted objectives.

A good program of evaluation should provide some guidance and stimulation for pupils as well as teachers. As children grow older, they need to have an increasingly clear understanding of the educational objectives that are sought and their own progress or lack of progress toward these goals. This knowledge of the aims of education and of their own accomplishments can be used by teachers to stimulate constructive efforts of pupils, to encourage them, and to define more concretely where their difficulties lie. This is an important use of evaluation.

On the other hand, some teachers use tests and examinations as clubs over the pupils' heads. The emphasis is not upon stimulation, encouragement, or clarification of the pupils' tasks, but upon fear of failure, blind obedience to instructions, frenzied but indirected efforts, or discouragement and giving up the race. Such a use of evaluation serves no constructive purposes and often does more harm than good.

A further weakness of the evaluation procedures followed in some of the schools is the failure to use such data as are available from appraisal of pupil progress in working more effectively with individual pupils and in improving teaching. The primary purpose of evaluation is to obtain results which can be used for more intelligent teaching. It is not enough to make appraisals and then file away the results. These results should be used wherever they will throw light on teaching problems. The assistant superintendents, principals, and supervisors are giving some assistance to teachers in evaluation and a useful file of evaluation data has been built up. This work should be continued and extended.

Recommendations Regarding Evaluation

4. It is recommended that further assistance be given to teachers in planning evaluation and using the results. This might take the form of giving attention to evaluation in connection with the study and planning of learning experiences or specific attention to evaluation might be delayed until it could be a major subject of study by the teachers.

Eventually plans for evaluation should be made when plans for learning experiences are drawn up. This is necessary because appraisal demands evidence of changes in pupils. To get evidence of change, an appraisal at the beginning is needed as well as one at the end. Hence, the initial appraisal is something to be ready when the course begins. Another reason for planning the evaluation when the learning experiences are planned is the fact that to think of the results to be checked is to think more clearly about objectives. This is a help in planning learning experiences as well.

The goal to be sought in getting well-planned evaluation is to see that the plans for evaluation include three aspects, namely, a statement of the objectives, that is, the kinds of student behavior to be appraised; a statement of the means to be used to get evidence about each kind of behavior; and a statement of the records to be made which will report the results. These three aspects in brief embody the planning of a comprehensive and valid program of appraisal.

Finally, attention should continue to be given to helpful ways of using the results of evaluation. They should be put on cumulative records so as to help in planning for individual pupils. They should be studied by teachers to throw light on the effectiveness of the courses and the teaching. They should be studied by the staff as a whole to identify problems of curriculum and instruction that need solution. It is in the use of evaluation data that the greatest contribution is made.

Is the School the Only Social Institution Responsible for Educating Children and Youth?

In considering all the educational goals to be reached in developing children and youth into happy and effective adults, the assumption is sometimes made that the school is the only social institution that educates young people. This is not true. The home is without question the most powerful educational institution because of its effect upon the young child at a time when basic attitudes, habits, and values are developing. The church, the youth-serving agencies, the libraries, the press, the movies, and radio are all producing important effects.

The Winnipeg schools recognize the effects of other educational institutions. In the Annual Report of the Trustees for 1943 the following statement is made:

> Among the factors that affect the efficiency of education none are more powerful than those which operate outside of the school. Children normally do not enter school before they are six years of age. During the six years before entering school they may have been brought up in happy homes under the care of wise parents who have due regard for the basic needs of children, or, on the contrary, may have been reared in an atmosphere of misery, parental neglect, and unwise direction, in which there is no security, affection, or opportunity for physical, intellectual, and moral growth.

What has happened in these six years is of vital importance to the well-being of the child. Once having reached school the average pupil attends school for not more than ten years and in that period he is in school approximately only one-sixth of his waking hours. During the remaining five-sixths of his time the school has no control over him. Schools do not determine what he does or how he is supervised during that time. They do not control his hours of sleep, his food, his personal habits, his home advantages, what pocket money he has, his moral environment, his companions, what he reads, what he hears, what moving pictures he sees, his recreations, his working hours after school, and so on. All these things are of great importance to him and may assist or hinder the schools in his education according as their influence is good or bad.

There are many agencies outside the schools which do assist in the task of educating our young people in a constructive way. Churches, Sunday Schools, Boys' Clubs, organizations such as the Y.M.C.A., Y.W.C.A., and Y.M.H.A., and many others; but none of these can take the place of a good home. When children come from homes which realize and take their full responsibility for the welfare of their children and use wisdom in their methods of home guidance it is an easy task for the school to co-operate with the parents in giving such supplementary training as they may be able to provide. Where, however, the home fails either from wilful neglect or lack of ability to give the proper training to their children, or to satisfy their basic needs, the schools have an extremely difficult, if not an impossible, task before them. If the home is to continue to occupy its traditional place as the most potent influence in the training of the young it cannot afford to pass on to the school, the church, or to any other institution these responsibilities which properly belong to it.

It is well that there are other agencies joining in the task of education. Otherwise, there could be little hope of meeting the high expectation and great need for marked educational achievement. To make education for children and youth most effective requires a concerted effort of the community to eliminate community activities that miseducate children and to strengthen those social institutions that provide helpful educational experiences. It is also necessary to get better co-ordination among these educative agencies so that there will not be serious gaps in educational opportunity at certain points and great duplication at others.

Recommendations Regarding Co-operation with Community Educative Agencies

5. It is recommended that: (a) the Board of Trustees and members of the school staff take every opportunity possible to facilitate comprehensive community study of the educational opportunities for the children and youth of the community; (b) they co-operate in plans to eliminate features of the community environment that interfere with the education of children and to strengthen and co-ordinate the community institutions and agencies that provide educative opportunities.

This includes efforts to co-ordinate the school's program with that of other educational agencies of the community. Only through a more effective utilization of all the educational possibilities of the community can the great task of modern education be accomplished.

The foregoing analysis of the general curriculum situation makes clear that there are many good features of the curriculum in Winnipeg. However, there are several points where marked improvements can be undertaken that will make instruction more satisfactory and more effective. The five recommendations that have been presented are suggested steps to take in curriculum improvement.

CHAPTER IX

ELEMENTARY EDUCATION

Chapter VIII has discussed the school curriculum in terms of general objectives, learning experiences, relation to the Provincial Department of Education, and evaluation. The purpose of this chapter is to describe, appraise, and recommend improvements in the program of elementary education in the city of Winnipeg.

Method of Study

A Core Committee on Elementary Education assumed the responsibility of appraising the present program, listing needs, and making recommendations with the advice of a member of the survey staff. This Core Committee organized subcommittees to make studies in specific curriculum and other areas. All subcommittee inquiry plans and reports were studied by the Core Committee and digested for the surveyor. Each subcommittee report was reviewed by the surveyor and Core Committee in April, 1948, and as amended became the basis for the preparation of this chapter on elementary education. The surveyor and Core Committee have agreed upon most of the recommendations and conclusions. Where the consultant has modified or disagreed with a recommendation a footnote has been inserted.

Omissions from This Study

A number of aspects of elementary education are discussed in other parts of this survey report. The reader is referred to Chapter VIII for discussions of the general objectives of elementary education, general aspects of the curriculum, and a general evaluation of learning experiences and teaching practices. Reference is made to Chapter X for the report on Reading and the Language Arts, to Chapter VII on Staff Personnel, and to Chapter XIII on Pupil Personnel Services.

As a basis for describing and evaluating the educational program a description of the general organization, number of schools, size of classes, and number in the faculty will now be presented.

General Data on Enrolment, Faculty, and Class Organization

The Elementary Department of Winnipeg Public Schools, in December, 1947, enrolled 16,738 children in Grades I to VI as follows:

Kinder-gartens	I	II	III	IV	V	VI	Special Classes	Total
1,648	2,978	2,447	2,363	2,265	2,235	2,292	510	16,738

These are housed in 51 schools with teachers as indicated: supervising principals, 20; teaching principals, 31; regular classes, 418; kindergarten, 37; special classes, 26; adjustment, 27 (plus 4 principals); unassigned, 4; relief, 6; visiting, 9.

The supervisory staff, in addition to the school principals, consists of four supervisors of primary classes, five supervisors of special subjects shared with the Secondary Department (music 2, physical education 2, and art 1); and one assistant superintendent shared with the general School Board Administration.

The number of elementary classes and their sizes as of February, 1948, are shown in the following table:

Size of class	Up to 15	16-20	21-25	26-30	31-35	36-40	41-45	46-47	Total
Kinder-garten	..	11	54	6	..	..	..	..	71
Gr. I-VI	7	15	22	47	124	181	59	4	459

The average active enrolment in all Grade I to VI classes in December, 1937 was 39.3 and in December, 1947 it was 34.7.

The Curriculum and Its Organization

Chapter VIII suggests that the Winnipeg faculty should interpret, modify, and enrich the curriculum program provided by the Provincial Department of Education. The curriculum guides or courses of study published by the Minister of Education may be described as a "broad fields" type of curriculum organization. The following curriculum guides were published in 1946 and are now in use in the Winnipeg Elementary Schools:

a. Arithmetic Grades I-VI
b. General Instruction and Social Studies Grades I-VI
c. Arts and Crafts Grades I-VI
d. Physical Education Grades I-VI
e. Music Grades I-VI
f. Health Education and Nature Study Grades I-VI
g. English Grades I-VI

The Core Committee on Elementary Education and its subcommittees made specific studies in the following curriculum and service areas:

a. Social Studies
b. Arithmetic
c. Nature Study and Science
d. Arts and Crafts (including Music)
e. Physical Education, Health, and Safety
f. Kindergarten
g. The Adjustment Teacher Service
h. Audio-visual Aids
i. Evaluation and Home Reporting
j. Promotion and Classification
k. Pupil Personnel Services

Each of the areas will now be discussed. The reader is advised to watch for the following major considerations in each set of recommendations:

a. Objectives
b. Organization of Instruction
c. Materials of Instruction
d. Methods of Teaching
e. Faculty Planning, Study, and Sharing of Experiences

Social Studies

1. Introduction

It seems evident that there is considerable dissatisfaction with the present course in social studies and the way in which the subject is being handled in the elementary grades. The survey reveals not only confusion and uncertainty but several points of contradiction in the minds of teachers, notably on the subject of the course of study itself. Also, it is obvious that very few of the teachers regard their working tools and supplies as adequate for the achievement of their teaching aims in the social-studies field.

2. Objectives

Most of the common objectives in social-studies instruction are accepted by the 307 teachers (67.77% of the elementary staff) represented. The teachers in Winnipeg are endeavoring:

a. To place before pupils, worthy ideals and inspiring personalities;
b. To awaken understanding and appreciation of local, national, and world society;
c. To promote racial and international understanding;
d. To arouse intelligent thinking on social problems;
e. To stimulate the assimilation of knowledge in the social-studies field.

3. Program of Studies

There is general agreement on the teaching aims in this field of educational activity; there is, however, an apparently widespread confusion as to what constitutes a proper and adequate course of study which will lend itself to the achievement of those aims.

The majority of teachers (83%) are making a genuine effort to follow the present curriculum and to do effective work. Alternative courses in use include those devised to follow seasonal changes, to satisfy the particular requirements of special classes, or those which vary the organization of material. From many teachers comes criticism of the outline as it works out in practice. Criticism falls largely under the following headings:

a. Vague outline
b. Lack of material
c. Lack of good texts
d. Lack of time
e. The need for separate courses in history and geography

Of the criticism listed, the first four come from all elementary grades; the last, from Grades V and VI.

Given an opportunity to express themselves as to the whole elementary social-studies course, most teachers failed to comment on the nature of the course beyond their own grade. Such opinion as was given, however, indicated clearly that:

a. In Grades I, II, and III, there is a definite desire to have the course remain as outlined at present (1/4 to 1/5 dissenting).
b. In Grade IV there is a tendency to change this plan and lean more toward definite and separate courses in history and geography.
c. In Grades V and VI opinion is overwhelmingly in favor (74% and 87%, respectively), of separate, but correlated, courses in history and geography.

Yet, when asked "Are you reasonably well satisfied with the program that is given for your grade?" the staff returned answers indicating large majorities satisfied with the program. Of the forty-one reporting dissatisfaction, six were older teachers in Grade IV and twenty-one were teachers in Grades V and VI, the more experienced teachers predominating. One point on which there seems to be strong agreement (91% of the 307) is the demand for a regional rather than industrial survey in the geography.

Regarding the program of studies, in Grades I and IV at least, the returns seem to indicate the same general opinion. The majority of the teachers in these grades like the social-studies course as outlined, follow it, and are satisfied that they are achieving their aims in that field. In Grades V and VI a substantial majority is satisfied with the work assigned to these grades. Such dissatisfaction as exists would largely disappear, we believe, if the course were more definite and good basic texts were available. This is borne out by the section on Teaching Methods and Teaching Aids.

4. Teaching Methods

Teaching methods in Winnipeg schools combine text and discussion lessons with the use of projects, murals, and visual aids, with the first definitely predominating in regular classroom work. Percentages range from 69 for textbook lessons to 26 for projects, 21 for murals, and 18 for visual aids. Although total use for a full school year for projects (81%), murals (79%), and visual aids (64%) is much higher as percentages indicate, it is quite apparent that the backbone of social-studies work in the public schools of Winnipeg is handled by textbook and discussion methods.

5. Teaching Aids

The text and reference book situation in Grades IV to VI is most unsatisfactory, and the supply in the lower grades is little better. Many teachers (65 to 70%) report only fair or even poor, library facilities with which to supplement textbook shortages. Of the ten texts most commonly used, three are discarded, out-of-date, or out-of-print, and in tatters; two are supplied only in meager numbers; and three are essentially guide books indicating merely an approach to a topic and presupposing a large supply of suitable reference books which are not there, certainly not in sufficient number to serve classes of 35 or 40. Finding the new texts inadequate in themselves and lacking a large enough library to follow properly the guide books authorized, teachers are turning back to old, out-dated texts simply because they lack the proper new materials with which to do their work.

Visual aids are in better condition, 66 per cent of teachers reporting access to a properly-equipped projection room. However, reports on the quantity and condition of the standard teaching aids other than projection machines, reveal unsatisfactory conditions indeed. From Grades IV to VI only 63 per cent are furnished with globes and Grades I to III, have only 16 per cent. Atlases, unnecessary in lower grades, show 42 per cent in Grades V and VI. Very few filing cabinets are in use. As for proper wall maps, only 22 per cent of the rooms are well supplied, while 39 per cent are reported as fair, and 39 per cent as poor. Percentages on library facilities are as follows: good 28 per cent; fair 51 per cent; poor 21 per cent. Up to Grade IV reference libraries are poor. Better facilities are available in Grades IV to VI. Yet even there, reading and reference material is seriously lacking.

6. Recommendations

1. (a) That the courses in social studies in Grades I to IV remain as they are but that they be made more teachable by provision of basic texts.
For Grade III - "Neighbourhood Stories" by Atwood & Thomas
For Grade IV - "Visits in Other Lands" by Atwood & Thomas

(b) That in Grade V the course become (1) The Early History of the Americas (as at present) and (2) A study of Manitoba with closely correlated historical and geographical material and with special reference to tool material in geography.
Text in Grade V - "Pages from Canada's Story" (Revised) or "Land of Freedom" by Jarrod.

(c) In Grade VI there should be a definite regional survey of America following in outline the excellent new text "Canada and Her Neighbours" by Taylor, Seiveright, and Lloyd with "Canadian Neighbours" by Amoss as supplementary to deal with industrial aspects.

2. That weekly time allotments for social studies in the elementary school should range from 100 minutes in Grade I to 250 minutes in Grades V and VI.

3. That the necessary teaching aids for the social-studies lessons should be provided in more suitable numbers.

(a) That globes be easily available to all grades from IV to VI and that they be used in these grades.

(b) That individual atlases be available in Grades V and VI.

(c) That filing cabinets be in general use in Grades III to VI.

(d) That suitable maps be a part of every school's equipment. Philip's Folding Maps are inexpensive and convenient.

(e) That library books be supplemented by the purchase of a wide range of social-studies reference books, wide enough in scope and yet in sufficient number to permit our classes to carry on modern social-studies programs of individual or group study and research.

4. That the attention of teachers be drawn to the report on audio-visual aids, particularly the section on the effective use of these newer teaching techniques.

5. That provision be made for in-service training in the field of social studies.

6. That all teachers be helped to translate the general objective of the social studies into clear and definite terms as suggested in Chapter VIII, Page

Arithmetic

In a study to ascertain present practice in the teaching of arithmetic in Winnipeg elementary schools the following points were considered: objectives, sources of training, time allotment, timetabling, texts and outlines used, grade load, formal testing within the system, the use of standardized tests, materials and devices used, and the use of workbooks. It would appear that, on the whole, the teachers are reasonably satisfied with the program in arithmetic. There were quite a number of criticisms on the various points discussed—many of them of a constructive nature and, therefore very valuable—but the feeling of the group was generally one of satisfaction.

1. Significant Findings

a. About 80 per cent of the teachers expressed satisfaction with the objectives as given in the new "Curriculum in Arithmetic for Manitoba Schools." Of those who were not satisfied, more thought that the objectives were too narrow rather than too broad.

b. From a list of five sources of training for their present teaching of arithmetic, the teachers named "previous teaching experience" and "special supervision" as the most valuable. Other sources listed were "educational reading," "normal-school training," and "special courses." When asked to state sources other than those listed, the highest rating was given to "discussion with other teachers and observation of their methods." It is commendable that this spirit of co-operation exists among our teachers.

c. The committee feels that the time-allotment for arithmetic is not excessive, but it was noted that more time is being spent on written than on oral work. It is thought that if less time were spent on copying work from the blackboard, there would be a better time balance between the written and the oral work.

d. Most of the arithmetic is timetabled for the first half of the morning, although a small group of teachers think that better results are obtained by taking arithmetic at other periods, and not necessarily the same period every day.

e. The matter of suitable textbooks is a pressing one. The questionnaire showed that teachers are most anxious to have a text based on the revised curriculum. The teachers listed as many as twenty-eight different texts and workbooks which they are now using. None of these, however, follow the curriculum, but would be very valuable as supplementary teaching material.

f. From data gathered, the grade load in Grades I, II, IV, and VI seems to be satisfactory, but in Grades III and V there is felt to be some overloading.

g. Formal evaluation of the work in arithmetic is done twice a year. Mid-term and final tests are sent from the Superintendent's Department. The mid-term tests are to be used by the teachers for diagnostic purposes, the final tests as an aid in grade-placement of pupils. The teachers find this method of formal evaluation quite satisfactory.

h. City-wide standardized tests have not been extensively used in recent years, but it would appear that the teachers would welcome the use of such material.

i. The data obtained on the question of materials and devices used to help children to get a concrete understanding of arithmetic, was rather disappointing. A comprehensive list of materials and devices was given, but many of the teachers did not answer the question. The committee feels that there was some misunderstanding of the question and that it is unlikely that these teachers carry on the program in arithmetic without using extra materials and devices of some kind.

j. Arithmetic workbooks are not in general use in the Winnipeg schools. They are not supplied as free texts, and those that are being used are purchased by the pupils themselves or through school funds. Workbooks are sometimes supplied for special groups or individuals in need of extra help. A definite majority of the teachers would like workbooks for the whole class. The committee feels that the extensive use of workbooks is not desirable unless teachers are given training in the use of such books.

2. Recommendations

7. That teachers keep in mind the objectives in the teaching of arithmetic, and in their teaching endeavor to work towards those objectives.

8. (a) That in-service education in teaching methods and the use of instructional materials be made available to teachers. (This might take the form of an organized workshop which could include several branches of elementary education).

(b) That where arithmetic workbooks are used, definite instruction be given in the use of such material.

(c) That more emphasis be laid on training in the teaching of arithmetic in the Provincial Normal School.

9. That suitable texts be provided for Grades IV, V, and VI by:

(a) A revision of the old texts (Manitoba Arithmetic) or

(b) Supplying a new set of texts.

10. (a) That teachers:

(1) Make use of all possible materials and devices which will help children get a better understanding of arithmetic.

(2) Endeavor to have work in problems deal with situations within the interest of the child.

(3) Make practical application of arithmetic whenever possible.

(4) Be given the opportunity to use duplicating devices in preparing work in arithmetic, to reduce the time spent copying work from the board or from textbooks.

(b) That there be a change in the emphasis of instruction in arithmetic from written to oral work, and from the abstract to the concrete approach.

11. (a) That the arithmetic program in Grades III and V be modified.

(b) That in Grade VI "cubic measure" be deleted.

(c) That more emphasis be laid on oral work in Grade VI, in order to establish a better time relationship between oral and written work.

12. (a) That a continuous evaluation of the sequence of the total arithmetic program be carried on.

(b) That a complete study of the use of standardized tests be made.

Nature Study and Science

1. Introduction

In December, 1947, a questionnaire designed to gather information concerning present practices in the teaching of nature study and science was sent to 423 classroom teachers and teaching principals in the Elementary Public Schools of Winnipeg. The replies received from 330 of these teachers form the basis of this report. Percentages contained herein are calculated on this total.

2. Staff Experience

Thirty-seven and five tenths per cent of these 330 teachers have taught 1 to 10 years; 31.3 per cent have taught 11 to 20 years, and 28 per cent have been teaching for over 20 years.

3. In-Service Training

Fifty-eight and five tenths per cent of the teachers express a desire to receive further training in the teaching of nature study and science, showing a real need for guidance in this field. The number of teachers requesting this assistance is about equally divided between the Primary and Junior Divisions of the Elementary School.

4. Objectives

The specific objectives in the teaching of nature study and science as stated in the program of studies are generally accepted by the teachers as satisfactory.

5. Time Allocated to Nature Study and Science

Approximately 68 per cent of the teachers provide for nature study and science in their timetables. With few exceptions, the remainder state that they devote time to this subject as opportunity is afforded and in correlation with other subjects, particularly with art, social studies, language, and literature.

6. Organization of Learning Experiences in Nature Study and Science Guide Books

A very definite outline of the prescribed course in nature study and science is provided by the Department of Education in the program of studies entitled "Nature Study and Science." This outline is laid out "seasonally"

and indicates what should be taught both in the Primary and in the Junior Division of the Elementary School. While at present no text covering adequately the program for any year has been obtained, about two-thirds of the teachers in each grade are using, as a general guide, the text supplied to them by the school board. To supplement this text, the teachers are making use of school library books dealing with topics contained in the nature study and science course. The names of these library books have been listed by this survey committee for future reference (See Survey Volume II).

Over half of the teachers state that the course in nature study and science as outlined for each grade is reasonable in extent. A number of teachers, on the other hand, think that the course is too long and suggest the material they would like to see omitted.

This survey committee, however, hesitates to recommend any reduction in the content believing that, as the pupils now commencing in Grade I cover the course and proceed to successive grades, they will accumulate a fund of knowledge and develop scientific skills and attitudes that will make the work of each succeeding grade increasingly less difficult.

7. Material and Methods of Instruction

Children naturally have inquiring minds. They ask many questions about the living world of animals and plants as well as the world of inanimate objects such as rocks and minerals, the sun, moon and stars, the water, the natural phenomena, and the many things that man has made. This world of wonder is the field of nature study and science. How do our teachers stimulate these enquiring minds and help their pupils to find answers to their questions?

In each grade about half of the teachers bring materials of instruction such as flowers, insects, etc., into the classroom for study. Approximately 80 per cent of the teachers state that they encourage pupils to bring materials required. Further, the majority of teachers invite their pupils to bring in nature study and science materials in which they are interested and about which they seek information. Approximately three-quarters of these teachers claim that the collecting and mounting of these materials is done either by the individual or by groups of pupils in their classes. Over half of the teachers report that they take their classes out of doors to study objects in the school environments, and an equal or greater number make excursions to parks, ponds, museums, etc., where they may gain firsthand information about things of nature that cannot readily be brought into the classroom.

Through experiment, through reading, and by other means, pupils especially in the Junior Division are encouraged and directed by a little less than one-third of our teachers to find out for themselves the answers to many of their problems and inquiries concerning the world of nature and science. This type of training every pupil studying science should receive; it is fundamental if the student is to develop power in the use of the scientific method.

Approximately one-third of the teachers encourage their pupils to keep notebooks in which they record their observations. This affords opportunity for training and practice in accuracy and conciseness of expression. It also

gives the children an incentive to draw and thus record graphically what they see. Scrapbooks afford a second valuable medium by which nearly half of our teachers train their pupils to prepare well-illustrated records of objects, printed information, and pictures which they learn to arrange artistically in their books. Incidentally these scrapbooks become an interesting source of information for many others who will wish to read them.

Nature study and science afford endless opportunities for "project work." The twenty-seven projects listed by teachers in answer to one section of the questionnaire serve as samples of the type of work being done in which the project method is used.

Generally speaking, where teaching aids are available, some use is being made of them. Although many teachers consider that equipment of this type is a valuable asset that should be supplied by the school board, the great majority admit that they have not requisitioned for this material through the principal. Some guidance and assistance in the procuring of needed science equipment seems essential.

8. Evaluation

From the fact that only forty-three elementary teachers set examinations in nature study and science, it is evident that only a few deem it advisable to have examinations in this subject. Moreover, only thirty-seven teachers in the whole elementary staff recommend that standardized tests be used.

Very few teachers give credit for notebooks or scrapbooks in nature study and science.

The great majority of teachers do not give credit for nature study and science in reports to parents although a small number think that this should be done.

Only twenty-seven teachers of the entire staff state that the objectives are not evaluated.

9. Recommendations

13. Objectives: It is recommended that the specific objectives in the teaching of nature study and science as stated in the program of studies be generally accepted and kept closely in mind in evaluating the work done in this subject.

14. In-service education and methods of teaching:

(a) That the administration arrange for in-service training in nature study and science. It is suggested that separate courses be given to the teachers of the Primary and Junior Divisions of the Elementary School, and that both be carried on during the school hours.

(b) That in the teaching of nature study and science, wherever possible, specimens should be used. These may be brought into the school or

studied out of doors. Pupils should be encouraged to make collections of these, to prepare scrapbooks, either individually or in groups, and, if in the Junior Division, to keep nature study and science notebooks.

(c) That as far as possible the material in nature study and science be presented as problems to which the pupils are guided to find the answers. Older pupils particularly, should be guided to find out for themselves through library books, by means of experiment, etc., the answers to their many questions in nature study and science. Ample opportunity for project work is afforded in this subject and highly recommended. The suggestions for enrichment of the curriculum, pages 66-74, will be invaluable. The projects listed in Item 17 are also worthy of consideration. Every opportunity for correlation of nature study and science with the other studies of the program should be utilized. See pages 33-35 of the program of studies.

15. Materials of instruction:

(a) That increasingly more use be made of the many teaching aids suitable for the teaching of nature study and science. These should be made available by the school board. For the purchase of bulbs, gold fish, aquatic plants, seeds, soil, aquarium sand, and fish food, it is recommended that a fund of at least two dollars per room be made available.

(b) That a committee be appointed by the administration for three specific purposes:

(1) To draw up a list of books suitable for supplementary nature study and science reading and that the teachers of each grade make sure that books in nature study and science are included in their requisitions for library books provided through the yearly government grant.

(2) To prepare a list of equipment and materials necessary for the teaching of nature study and science in each elementary grade. This should include commercially prepared pictures and charts. The pictures should be large and authentically colored. Further, it is recommended that this list be revised yearly.

(3) To draft definite requirements of work for each grade in the Primary and Junior Divisions so that correlation of the work in nature study and science may be effected. It is suggested that the sixteen requirements listed on pages 44 and 45 of the curriculum, and the twenty-three requirements listed on page 65 be broken down into definite assignments for each grade.

(c) That the school board provide each teacher in the Primary Division with sufficient reference material to supply the information required in the outline for each grade, and at least five good, well-illustrated reference books suitable for every room in the Primary Division, and at least an equal number added yearly. And, in order to enable the teachers of the Junior Division to follow the program of studies, sets of texts entitled "Adventures in Science," Books IV, V, and VI, be placed at the disposal of each teacher in these grades in sufficient number to accommodate a full class.

16. That a definite length of time be allotted to nature study and science, but that this be spent at opportune moments in Grades I, II, and possibly III; and that a definite period be arranged in the timetable for classes in Grades IV, V, and VI.

17. That in reports to parents nature study and science be included for the Junior Division. Credit is recommended for practical work such as the preparation of notebooks, scrapbooks, collections, project reports, etc. Periodic reviews and tests should be made by the teacher to insure that the pupils are meeting the requirements for their grade.

18. That the relationship between the program of nature study and science in the elementary schools and the courses in junior and senior high schools be carefully studied and co-ordinated.

Arts - Crafts - Music

1. The Current Situation in Arts and Crafts

The field of arts and crafts is definitely making a vital contribution to the education of children in the Elementary Department of the Winnipeg Public Schools. Data obtained from 305 teachers in 44 schools reveals that 93 per cent of such teachers are giving art instruction to one class only. In the elementary school, the arrangement whereby each teacher takes art with her own class has much to recommend. The teacher who does so is better able to correlate art with other subjects, and the art contact is an asset in establishing wholesome pupil-teacher relations.

Data indicate that, on the average, adequate time is being given to instruction in graphic art. The majority of teachers concerned, feel that they are reaching, fairly adequately, the objectives set forth in the curriculum for the schools of Manitoba. There is general approval and appreciation, by teachers, of the type of art supervision being given to them at the present time.

Pupils in all schools are given opportunities to share with others their achievements in art. This is done by means of classroom and hall exhibits, participation in special art projects and competitions, and attendance at Saturday morning art classes. A number of teachers who are giving special art instruction to talented pupils are to be highly commended. Forty-eight teachers give such instruction as part of the regular program, while nineteen give it as an extracurricular activity.

A very satisfactory condition is revealed by the fact that art is being correlated with all subjects in the curriculum, the greatest degree of correlation being with social studies, nature studies and science, health, and literature.

Many teachers are taking advantage of art sppreciation projects sponsored by the Winnipeg Art Gallery Association, the Junior League, and the Winnipeg Public School Board. Their pupils are learning to appreciate the best in art, by visits to the Winnipeg Art Gallery, or through lessons conducted in the

classroom by visiting art students. During 1946-1947, one-hundred and eighty-four elementary classes received the latter type of lesson, and twenty-eight classes visited the Winnipeg Art Gallery.

Broadcasts in art, sponsored by the Department of Education, have been well received. They were used in 77 per cent of the schools reporting. Comments from teachers revealed a lively interest in the programs, and a definite feeling of value received from participation. It is hoped that the Department of Education will arrange a similar series of art broadcasts for 1948-1949.

2. Summary of Data Revealing Undesirable Situations or Practices as Follows:

a. (1) All the teachers reporting would like to have more in-service help. Sixty-nine per cent of the teachers want more demonstration lessons by the art supervisor, and several are asking for in-service training "by our own supervisor."

(2) Although nearly half of the teachers reporting have special training in arts and crafts, about 30 per cent of the schools reporting are without one of these specially qualified art teachers.

b. About half of the teachers reporting have no handicraft program, and almost as many give no time to art appreciation lessons.

c. (1) Ninety-two per cent of the teachers reporting feel that their equipment and materials for teaching art are inadequate. Items listed as needs include good picture prints, colored chalk of good quality, scissors, crayons, large paper, shellac, modelling clay, and tables.

(2) A large number of teachers were unable to use the 1947-1948 series of radio art lessons, "It's Fun to Draw," because classrooms were not equipped with outlet plugs.

3. Recommendations

19. (a) That the art supervisor be approached about giving an in-service training course, with emphasis placed on art teaching techniques; and that a plan be worked out whereby teachers desiring it could have the opportunity to visit and observe in other classrooms.

(b) That the art supervisor be given an assistant. (See Chapter VII)

(c) That an attempt be made to place in each elementary school at least one teacher with special training in arts and crafts. Such a teacher could, if necessary, teach art to more than one class so that any teacher not competent to teach art would not be compelled to do so.

20. That an effort be made to offer some program, in both handicrafts and art appreciation, to every elementary class, there being definite value to be obtained from both these areas of instruction.

21. (a) That good picture prints, wax crayons, shellac, and paper 24" x 16" be added to the regular requisition list; that there be a more adequate allowance of scissors and poster paper; that a better quality of colored chalk be supplied; and that it be understood that items, such as tables, modelling clay, large easels, basins, pails, etc., could be ordered by special requisition.

(b) That every elementary classroom be equipped with a safe and suitable electric outlet plug.

Music

1. The Current Situation in Music

It would appear that music has an established and recognized place in the elementary-school program, there being no question as to its educational value. Data obtained from forty-seven schools, replying to questionnaires, revealed, on the whole, a healthy condition. The average time spent on music in each grade appears to be reasonable, and the proportioning of time for songs and theory, as shown in the averages, is about right. In 96 per cent of the schools reporting, pupils are given opportunities to share with others their achievements in music through participation in program and competitions. In 1947, choirs from 60 per cent of the elementary schools participated in the Manitoba Musical Festival. Favorable comments about the festival are summarized in the following sentence. It serves to maintain a high standard of musical performance; it gives an enriching and valuable experience to those participating; it makes both pupils and teachers more critical of their own work; it helps to create a splendid school spirit; it gives children a great sense of achievement. Those teachers who are giving special music instruction to talented pupils are to be commended for their interest and efforts on behalf of such pupils. The correlation of music with other subjects extends to every subject on the curriculum. Elementary teachers are to be congratulated on their efforts to broaden their presentation of music by correlation. Radio broadcasts in music sponsored by the Department of Education are being used in 68 per cent of the schools reporting. Teachers who are using them comment that such programs have been both helpful and enjoyable. During 1947, the program in music was further enriched in twenty-four elementary schools, where instrumental classes, under visiting school-board instructors, were organized. It is expected that, as arrangements can be made, this phase of music instruction will be established in every elementary school.

2. Summary of Data Revealing Undesirable Situations or Practices, as Follows:

a. (1) A large number of teachers would like more in-service help. They have expressed the desire to observe well-taught music lessons.

(2) Only 54 per cent of the elementary teachers reporting have had special training in music.

b. (1) Throughout the system, elementary teachers are finding the music load too heavy, particularly in sight-reading activities.

(2) In every grade there are a few teachers who are giving no time to teaching theory and skills.

(3) Of the teachers reporting, 64 per cent would favor a revision of the present music outline, as prepared by the music supervisors, to include music appreciation lessons for Grades I to VI.

c. (1) The supply of books and other music material, in the primary grades especially, is inadequate to realize completely the music objectives.

(2) Only 60 per cent of the teachers reporting have access to a piano for music periods, and only 28 per cent of the schools reporting have special music rooms.

(3) Only 36 per cent of the teachers reporting are using the radio broadcasts in music sponsored by the Department of Education. Chief obstacles to their use by the other 64 per cent are lack of radios and lack of outlet plugs in classrooms.

d. Many principals and teachers feel strongly that certain aspects of the Manitoba Musical Festival should be modified. The following arguments were advanced against it:

(1) It is too highly competitive.

(2) Too much time is lost from regular class work.

(3) Too much time is spent on too few pupils.

(4) Too much time and effort are spent on what is only one aspect of school music; general musicianship is sacrificed.

(5) The standard is too high; it necessitates too much concentration and time for preparation.

3. Recommendations

22. (a) That a music workshop be organized by the supervisors of music. At such a workshop there would be discussion of common problems and demonstrations of various music activities. It is also recommended that an opportunity be provided, within school time, for personal consultations between teachers and supervisors; and that, for those teachers who desire to do so, opportunities be created for them to visit and observe music teaching.

(b) That a specially qualified music teacher be assigned to each elementary-school staff. The other teachers could turn to such a person for direction in their teaching of music. Under this system, the classroom teacher would be responsible for the music in her own class. It is also recommended that the Department of Education be asked to make more provision for training special music teachers.

23. (a) That the work in music, as outlined by the music supervisor, be modified in content, especially for Grades IV, V, and VI.

(b) That teachers should treat theory and skills as an aid to good song singing, and not as a separate subject. On the average, the proportion of the music period spent on theory and skills should be:

(1) For Grades I, II, and III, not more than one-quarter.

(2) For Grades IV, V, and VI, from one-quarter to one-third, depending on the ability and needs of the class.

(c) That the new program include some lessons in appreciation of instrumental music, and that proper equipment for such lessons be made available.

24. (a) That an effort be made to have compiled a series of books containing all the songs to be taught, with sight-reading exercises relating to those songs.

(b) That arrangements should be made in each school whereby every class would have access to a piano for at least one music lesson per week. It might be well to consider the purchase of small, movable pianos.

(c) That every elementary school should have suitable electric outlet plugs in each classroom, and adequate sound-reproducing equipment. This would enable more teachers to enrich their music program by use of the radio broadcasts in music sponsored by the Department of Education.

25. (a) That, as festival work can and should grow out of regular classroom activities, where there is no special music teacher, emphasis be placed on the development of classroom choirs rather than selected choirs. This would serve a two-fold purpose:

(1) A larger percentage of average or less talented pupils would receive training.

(2) Rehearsals can be held in the regular music period.

(b) That, where selected choirs are being organized, the school timetable be planned to provide practice periods which do not conflict with essential subjects.

(c) That it be the responsibility of each school staff to instill right ideas of competitive sportsmanship in the minds of pupils participating in festivals. The main benefits from festival participation are:

(1) The opportunity to measure a choir's achievements against those of other choirs.

(2) The opportunity to receive impartial criticism from competent authorities.

(d) That recommendations be made to the Men's Musical Club that the system of marking be modified, giving full criticism to all choirs, and marks to the top two choirs only.

Physical Education, Health, and Safety

1. Physical Education

In Grades I to VI, supervision of physical-education classes is done entirely by an assistant supervisor under the general direction of the Director of Physical Education for the Winnipeg Public Schools. The former endeavors to visit all classes at least twice yearly. The school board does not provide special supervision or tests for the health and safety classes. The school board does provide certain supplies and services of particular use for the work under consideration here. These are listed below:

(a) Free use of projector (on occasion)

(b) Film rental

(c) Health texts in Grades V and VI

(d) Record player (30 record players and sets of records have been placed in the schools). School purchases own records.

(e) Furnish free balls, bats, footballs, to every school. The number of each being determined by the number of classes using same. Each school is expected to supplement the initial free stock in hand.

(f) Sand for jumping pits.

(g) Goal posts - bases for softball - back-stops

Ordinarily each teacher has but one class for which she is responsible for physical training, health, and safety instruction. Seventeen per cent of the teachers reporting are in charge of two or more groups for physical training. A few teachers instruct more than one class in health. In Grades IV, V, and VI, the sexes are segregated for physical training but not for health and safety instructions.

Most teachers report two formal thirty-minute lessons per week. (Where this is not the custom, lack of sufficient indoor accommodation is the sole cause.) Physically-handicapped children are assigned other interesting and helpful activities. Eighty per cent of the teachers report no undue cancellation of classes. Seventy-six per cent do not report progress to parents. It is also known that two daily fifteen-minute recess periods are compulsory and modern classroom management presupposes very short periods of desk work coupled with individual and group activities involving movement about the room. These arrangements provide a reasonable, though not excessive, amount of time for physical training, rest, and relaxation.

Eighty-four teachers (25% of those reporting) engage in out-of-school-time coaching with an annual average time of 20.92 hours. The average time for

forty-nine Grade V and VI teachers is 27.04 hours. The amount of time spent by forty-nine Grade V and VI teachers is 1,325 hours per year. Many of these are teaching principals. The committee feels urged to draw attention to the fact that it seems impossible to fulfil the obligations involved in the duties of a teaching principal with those of an athletic coach. The unforeseen and unexpected demands for the immediate attention of the principal are too numerous to be reconciled with the additional responsibilities in the field of athletics, and because accommodation is shared in turn with other classes, a physical-training lesson interrupted or missed can seldom be made up.

The great majority of teachers describe their school grounds as having a slow-drying dirt surface; a fair number report a slow-drying dirt and cinder surface; a few report a quick-drying surface either grass or a combination of grass and dirt, or dirt and cinders. Most of the grounds are satisfactory as to size, fencing, and freedom from hazards.

More than one-half of the teachers are satisfied with the playroom provided for their use. However, classes in eleven schools have no playroom nor any prospects of having one. Adverse comments were most frequent regarding size (20%) and ventilation (33%). Two-thirds of the rooms have no facilities for the care of pupils' wraps. Where there is no playroom, physical-education classes are conducted in hallways, basements, classrooms, or outdoors. Generally speaking, girls' and boys' classes (Grades V and VI) are conducted simultaneously with the result that each has but one lesson per week in the playroom (6 month term), the other working elsewhere under adverse conditions.

The supervisor's visits, in-service classes, and Normal School courses are highly rated by the teachers as being helpful to their training in physical education.

2. Health and Safety

The average time per week spent in these activities is: training safety patrols (per patrol), 45 minutes; health lessons and projects (per class), 45 minutes; additional time for health activities (per class), 36 minutes.

In safety instruction incidental lessons are more frequent than formal instruction. The chief topics discussed are street and traffic safety, playgrounds, rivers, and fires. Fifty-five per cent of the teachers provide opportunities for pupils to read current publications in health and safety. Teachers indicated a need for pictures, charts, posters, health stories, and opportunities to use films. Requisitions for the above teaching aids had been made to their principals by 15 per cent of the teachers. In addition to the prescribed work, teachers wish to teach eurhythmics, national dances, skating, and hockey, and request the necessary training and equipment.

As teaching aids, play, poems, and jingles are used frequently in Grades I, II, and III, and less often by the other grades, which use supplementary reading, visual aids, clippings, charts, and posters frequently or at least occasionally. Grades V and VI also use texts.

Thirty-seven per cent of the teachers hold First Aid certificates. Three-quarters of these are teachers of Grades V and VI. Almost all those not holding certificates state they they can at least attend to minor injuries. Ninety-four per cent reported First Aid kits available and convenient. Eighty-eight per cent reported that they were thoroughly familiar with the school board regulations regarding accidents.

Of the schools reporting, 57 per cent have supervision during the noon play period, while 93 per cent have supervision during recess. Forty-two per cent have organized play at noon time and 83 per cent during the recess period. In 61 per cent, the children are encouraged to use the grounds after school hours. In 88 per cent, a particular section of the playground is assigned to Grade I and kindergarten pupils.

Reports from 16 per cent of the schools answering, show that toilet facilities are so inadequate as to interfere unduly with the children's full participation in the recess activities. The same situation occurs in regard to the drinking facilities in 25 per cent of the schools reporting. To avoid spending their playtime waiting for a drink, children often either go without a needed drink, or resort to subterfuge. Hence, a major purpose of recess, the promotion of health, is defeated. Children's health is endangered when they are given little opportunity to carry out instruction regarding the importance of regular health habits.

A few schools have two or more official fire drills monthly, but one per month seems to be the general custom, especially during winter. Extra drills are given early in the fall, and after the February beginners are settled. The consensus of opinion regarding the fire regulations is that some are contradictory and confusing.

3. Recommendations

26. That the fire regulations be revised and clarified by a committee consisting of the Fire Commissioner, a representative of the City Fire Department, principals, teachers, and others.

27. That the supervisory service be extended by the appointment of additional personnel to the Department of Physical Education. (See chapter on Staff Personnel for further discussion of supervisory services.)

28. (a) That no teaching principal be expected to be responsible for the teaching of classes in physical education, or for the coaching of teams in interschool competitions.

(b) That an attempt be made to place in each school at least one specially qualified teacher of physical education.

29. That each teacher be required to take basic preparatory training in the work allocated to his or her grade.

30. (a) That the necessary supplies and courses be provided for teachers wishing to teach eurhythmics, national dances, musical games, skating, and hockey.

(b) That each school be provided with more play equipment for Grades I to III and for older girls.

(c) That sets of Health Readers for various reading levels be placed for circulation in each school.

(d) That those who select the library books and films should keep in mind this aspect of the children's needs.

(e) That a generous number of pictures, charts, and posters be procured.

31. (a) That the school board provide for the improvement of the drainage and surfacing of the grounds.

(b) That in view of the many recess periods spent indoors because of muddy grounds, the school board take immediate steps to provide a section of all-weather surface as a partial measure of relief for the problem of keeping classes indoors for days at a time. It would tend also to reduce the mud carried into the school, which is a detriment to the health of the children.

(c) That as soon as possible, all grounds be put in a satisfactory condition as to fencing, backstops, and protection from hazards.

(d) That where there is no playroom for indoor work, continuous effort be made to improve this unfortunate situation.

(e) That outdoor drinking facilities be provided for use in warm weather.

(f) That where necessary toilet facilities and indoor drinking facilities are inadequate, immediate steps be taken to meet the pro-rata requirements as stated in regulations covering the equipment of schools for this age level.

32. That regular formal lessons in safety be an important part of the week's program.

33. That First Aid kits be available and convenient at all times, and that the regulations regarding accidents be studied by all concerned.

34. That, because the co-operative action of home, school, and community is essential to the most effective type of health, safety, and physical education, every opportunity be sought and every possible teaching device be used to further this co-operative action.

35. That the objectives for the above activities as set out in the curriculum be widely publicized.

The Kindergarten

1. The Current Situation

This study is based on a study of the replies to questionnaires sent to principals of elementary schools, to kindergarten teachers, and to Grade I teachers. The areas covered were: "Aims and Objectives," "Methods and Procedures," "Readiness for Learning," "Equipment," "Teacher Training," and "Articulation with Grade I."

The teachers and principals are in general agreement as to the aims of the kindergarten as listed in the questionnaire. Eighty-five per cent of these aims and objectives are stressed by the teachers in their programs.

The largest enrolment in any school is fifty-two. The average is forty-four, or 23.4 for each half-day class.

There is not sufficient accommodation for children eligible for kindergarten. There are eighteen schools with kindergartens which cannot accommodate all the children eligible. Seven schools have no kindergarten facilities; but of these, four will have kindergartens by next September.

Regulations as to entrance and promotion are not generally satisfactory to either the principals or teachers, 40 per cent of the teachers and 66.6 per cent of principals approving the present entrance regulations, and 60 per cent of the teachers and 45 per cent of the principals being satisfied with present promotion regulations.

Fifteen principals report that they make special arrangements for patrols at 11:30 A.M. dismissal.

The picture received of the daily activities in the kindergarten shows that the teachers are giving careful consideration to the four basic needs of child development: intellectual, emotional, social, and physical. Intellectual development is encouraged through the teaching of language arts, social studies, number concept, musical activities, art, and natural science.

Weaknesses shown in the findings were: only 52 per cent of the kindergartens have a library center; only 50 per cent provide film-strips and 39 per cent provide movie films; 50 per cent have a doll center; and the comments stated that although all had some equipment it was not adequate; 75 per cent have rhythm band activities; 61 per cent have picture study for appreciation and 10 per cent, for observation; 22 per cent have plants in their classrooms and 12 per cent have bulbs growing.

The indoor housing for the most part appears satisfactory but certain needs are indicated from the following data: average area of floor space per child is 27.7 square feet; lockers, 25.8 per cent satisfactory; cupboards 14.2 per cent adequate; dark blinds, none; electric outlet, 40 per cent have; ventilation, 79 per cent satisfactory; and washroom 40 per cent satisfactory.

Only 14.2 per cent of the schools have outdoor play space reserved for kindergarten pupils, 8.5 per cent of which have a desirable surface, and only 5.7 per cent have outdoor play equipment.

Indoor equipment is fairly satisfactory, but apparatus for the development of the large muscles is 100 per cent lacking, as is climbing apparatus, large blocks (since the return of this questionnaire the rooms have been supplied with a quantity of 2" x 4" x 8" blocks), and nature and science equipment. Only 2.9 per cent have a wall clock; 17.2 per cent, a book shelf; 20 per cent, a supply of pictures; 27.2 per cent, sand box satisfactory as to depth of tray; 28 per cent, the use of the auditorium; 48.5 per cent, a satisfactory supply of poems; and 54.3 per cent, a supply of picture books. Twenty-nine per cent have the use of a radio; 54.3 per cent, of a gramophone; 20 per cent have suitable records, and 40 per cent have rhythm band instruments. Only 20 per cent feel that the toys meet the needs of the child's development.

Results show that articulation between kindergarten and Grade I is being achieved to only a fair degree.

2. Strengths Noted

(a) Seventy-three and five-tenths per cent of Grade I teachers considered the children adjusted more readily to Grade I because of the training which they have received in kindergarten.

(b) The teachers considered that the development of the specific abilities and skills listed was evident to the following degrees and aided in the smooth adjustment of the children: Physical 82.94 per cent, intellectual 75.88 per cent, social 78.92 per cent, emotional 70.59 per cent. The ratings given by the principals also showed the evidence of these abilities and skills.

(c) Approximately 80 per cent of the teachers reported that the records sent on to Grade I from kindergarten assisted them in understanding the child and in the class placement of the child.

3. Weaknesses Noted

(a) Regarding the manner in which pupils entering Grade I from kindergarten accept the routines and do the work of Grade I, 38.24 per cent of the teachers made favorable comments; 17.64 per cent, variable; and 26.48 per cent unfavorable; 17.64 per cent gave no answer.

(b) Forty-seven per cent of the Grade I teachers considered that their equipment was not adequate; 54 per cent of the principals thought that the present practices in Grade I were not satisfactory and indicated changes which they recommend.

(c) Average Grade I enrolment at present is 36.26. Average considered maximum, 28.79. Principals recommending smaller classes, 60.61 per cent.

Kindergarten teachers are in general agreement with present educational requirements for teachers of kindergarten. All but one reporting have been specially trained. The Normal School was the place for a permanent department in training in kindergarten work in the opinion of the large majority. Ninety-four per cent were in agreement that only teachers holding a Kindergarten Certificate should be employed to teach in kindergarten; 97 per cent felt that a sufficient knowledge of music to be able to play simple songs and rhythms is a necessary requirement of the student, or the teacher, or the student teacher; and all but one teacher agreed that student applicants should be specially selected for adaptability to the course. Requests were made for in-service courses to be made available and suggestions were given for improvements in the present setup of kindergarten training.

4. Recommendations

36. (a) That provision be made for in-service courses in the special understandings and skills of the kindergarten teachers.

(b) It is suggested that the Grade I and kindergarten teachers have opportunities to discuss together the aims, methods, and problems pertaining to each level.

37. (a) That the Department of Education provide as part of the Normal School training a full year Kindergarten Course to be taken after the basic training for First Class Permanent Certificate or a Collegiate Certificate.

(b) That the present practice of the Department of Education in providing credit courses in kindergarten training at summer school be continued.

(c) That the present pupil-teacher program be extended to give pupil teachers opportunities for experience in kindergartens.

38. (a) That all classes should have the opportunity of seeing suitable films.

(b) That rhythm band instruments as well as gramophones and records be provided as rapidly as possible.

(c) That good pictures for study and decoration are needed in the kindergartens.

(d) That classrooms be provided facilities for growing plants and bulbs.

(e) That, due to climatic conditions, which require the child's time be spent indoors, the area per child be increased to an adequate amount.

(f) That wherever possible the narrow locker passages be improved. That lockers be made higher.[1] That an extra shelf be placed above the present one. That lockers be adequately equipped with hooks.

[1] Josephine C. Foster and Neith E. Headley, Education in the Kindergarten, p. 77. New York: American Book Company, 1936.

(g) That suitable cupboards are a necessity in the rooms.

(h) That rooms be "darkened during the rest periods."[2]

(i) That all kindergartens be equipped with an electric outlet.

(j) That since ventilation is so important the complaints of 21 per cent should be investigated.

(k) That "the kindergarten should have a toilet room of its own."[3]

(l) That some play space be provided so that children may play outdoors in safety. This play space should have a surface that will: (1) dry quickly, (2) not require renewing too frequently, (3) be soft enough that the children will not get hurt if they fall. Tanbark is suggested.

(m) That portable outdoor play equipment be furnished when possible.

(n) That deeper sand trays be considered.

(o) That clocks in the kindergartens be considered.

(p) That shelves suitable for holding books and facilities for a library corner be provided.

(q) That since the kindergarten rooms are so small the use of the auditorium might well be placed at the disposal of the kindergarten teachers during some rhythmic periods.

(r) That the rooms be equipped with: more toys for housekeeping, such as screens, dishes, pans, stove, ironing board, iron, etc.; puzzles of a durable nature; toys for manipulation; matching games, toy money; better type of dolls to withstand the wear and tear of the kindergarten. It is recognized that through the war years adequate supplies of toys were not obtainable. It is suggested that a continuing committee be set up to deal with the physical needs and equipment of the kindergarten.

(s) That where space permits, some type of climbing apparatus be provided.

(t) That large, heavy, hollow blocks that can be held together when a structure is built be supplied.[5] Big sheets of corrugated cardboard for roofing are also needed.

(u) That a saw horse and board or fence rails and boards be available to meet the need for active play involving big muscles.

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[2] Ibid., p. 251. [3] Ibid., p. 4. [4] Ibid., p. 174 [5] Ibid., p. 65.

39. (a) That the maximum enrolment in kindergartens in Winnipeg should not be more than twenty-five pupils.

(b) That while attendance at kindergarten is not compulsory it seems desirable that it should be available to all who are eligible and wish to attend.

(c) That the question of February beginners should be referred to a committee to conduct a study as recommended by the subcommittee on Promotions anc Classification.

That in the case of crowded accommodation registration be on the basis of age, and admission be closed at the end of the first day of school.

(d) That as soon as the accommodation pressure is relieved the matter of admission and promotion of kindergarten pupils be reviewed.

(e) That at the time of admission to kindergarten the parent formally assume responsibility for the pupil on the street at dismissal hour, but that the school provide whatever assistance is possible in this direction.

40. (a) The majority of Grade I teachers find the equipment inadequate.

(b) That a committee be set up by the administration to study the whole problem of the articulation of the kindergarten and Grade I.

(c) That the maximum enrolment of Grade I be thirty pupils.

The Adjustment Teacher Program

1. The Current Situation

At the present time there are thirty-five adjustment teachers in the Winnipeg Public School System. Of the thirty-five, fifteen do adjustment work full time and twenty do adjustment work part time. The part-time adjustment work in most cases is based upon the principal-relief system, which appears to be working out very well with the exception of a few cases where more than three half days are taken up or where the adjustment teacher is responsible for too much regular classroom work. In five cases the principal does the adjustment work in her own school.

Of the thirty-five schools using the adjustment service, only twenty-six have suitable permanent rooms. The remaining nine have a temporary location in the library, nurse's room, or auditorium which is not proving satisfactory. In most cases these rooms are well lighted and adequately equipped both as to furniture and materials for work. The teachers, however, think a greater variety of supplies and equipment would be beneficial to their work.

The setup in each school varies, but in general, the adjustment teacher works with small groups of from two to eleven pupils or with individuals. These groups are taught from two to five times a week and come for various subjects. The majority of children are receiving extra help in arithmetic, reading, and spelling.

Owing to the pressure of adjustment work requiring immediate attention, very little time is devoted to an "enrichment" program. As this is an important phase of adjustment work, it is felt that more provision should be made for it and that a reasonable proportion of the adjustment teacher's time should be set aside for this purpose.

Since a complete understanding of a child's problem is necessary before an adequate remedial program can be planned, it is essential for the adjustment teacher to talk the situation over with the principal, classroom teacher, supervisor, nurse, psychometrist, or any other person connected with the case capable of giving information pertinent to a complete diagnosis. Following these reports, she tests the child to determine his specific difficulties. In the present adjustment-teacher plan, adequate time for testing and interviewing in the schools is not provided for, and consequently the testing and interviewing program is only superficial.

The general feeling of the classroom teachers with regard to the adjustment service varies, but on the whole is favorable. It is the opinion of the classroom teachers that responsibility for the child's progress in the subjects taken in the adjustment class should rest with the adjustment teacher. As 82 per cent of the classroom teachers reported full co-operation with the adjustment teacher, it is assumed that a satisfactory solution to this problem has been reached in most schools. Nevertheless, a certain amount of dissatisfaction is apparent and clarification of this question of responsibility seems necessary.

At present the in-service training of the adjustment teachers is carried on through two regular meetings a month; one when an outside speaker addresses the entire group; the other when case histories are presented for discussion in small groups. Many adjustment teachers think this training inadequate since they enter adjustment work with little or no training for this particular type of work. More basic and continuing training is suggested as a need by the majority of the teachers.

Up to the present time there seems to have been no definite policy regarding the selection of adjustment teachers. In the past the adjustment teachers were selected for the most part by the principal or superintendent, or in a few cases by the supervisor, Child Guidance Clinic, or conference of any of the preceding. Inasmuch as the adjustment service appears to have amply justified its existence, and in so far as several requests for expansion of the service have been made, a definite statement of policy regarding the selection of an adjustment teacher seems advisable.

2. Recommendations

41. That where at all possible, the adjustment teacher should have a permanent room, and it should be adequately equipped for this work. By adequate equipment it is not meant that equipment should be standardized, but that there should be a sufficient degree of flexibility to take into consideration the requirements of different teachers. In order to facilitate the more rapid movement of supplies and equipment, there should be very close liaison between the heads of the Adjustment Service and the Supply Service.

42. That the adjustment teacher have sufficient time for diagnosis, keeping records, and interviewing and adequate time should be set aside for this purpose.

43. That the adjustment teacher, as a regular member of the staff, quite obviously can be called upon to help out should some emergency arise, but the principle of adhering to the adjustment-teacher timetable should, whenever possible, be guarded. The questionnaires indicated that there is some feeling that the adjustment teachers are, or may be, hindered in their work by the imposition of numerous "odd jobs," such as principal substituting, principal clerical work, handing out textbooks and supplies, taking classes to swimming lessons, etc.

44. That more consideration be given to the amount of time spent on "enrichment" by the adjustment teacher. Questionnaires indicated that less than one per cent of the adjustment teachers' time was devoted to "enrichment." This is, no doubt, due to the pressure of adjustment work that requires immediate attention.

45. That adjustment work of a remedial nature is desired in Grade I. This was indicated quite definitely in the results of the classroom questionnaires. This committee would recommend its expansion to Senior Grade I only.

46. That the appointment of an adjustment teacher to a school be made through a conference of the Superintendent of Schools, the Consultant of Adjustment Work, the principal, and supervisor.

47. That adequate provision be made for both basic and continuing training of the adjustment teacher.

48. That there be a standard record card which should be kept by each adjustment teacher for every student attending adjustment classes.

49. That preparation be made to take care of expansion of the adjustment service as in the last three years this service appears to have amply justified its existence. Several requests for the expansion of the service are on file, and these requests should be recognized.

50. That regular classroom work should not be assigned to an adjustment teacher to interfere with the adjustment program for which she has been assigned to the school.

51. As a result of the questionnaire it was found that over 80 per cent of the teachers reported full co-operation with the adjustment teacher. Therefore, it is assumed that in most cases an agreement has been reached regarding the question of responsibility for the child's progress while attending the adjustment class. In an attempt to clarify this question of responsibility, the committee recommends that the principal in outlining the adjustment program to his staff, make it clear that the primary responsibility for all student placement and promotion rests with him, and that he would of necessity consult the supervisor and the adjustment and classroom teachers when making such placements and promotions.

52. One of the important functions of the adjustment-teacher service should be the application of the principles of good mental hygiene to all teaching and learning situations.

Audio-Visual Aids

1. Introduction

Since sensory experiences constitute the basis of the child's educational pattern, "with visual experiences accounting for probably three-fourths of our sensory experiences," visual education demands a well-organized program and techniques. In addition to books, schools have long used pictures, models, charts, etc., in some measure, but the modern production of these and the emergency of the projected picture and the radio have given audio-visual aids and techniques unprecedented importance in educational procedures. As in most communities, schools in Winnipeg are in a state of transition from lesser to greater use of these aids in their many forms.

The description which follows is derived largely from the replies from questionnaires sent to all teachers and principals in the system. The following are the percentages replying.

Elementary teachers	- 70.4%	Junior high teachers	- 61.9%
Senior high teachers	- 54.3%	Principals	- 71.5%

2. The Current Situation

Excursions with their classes into the community were made by teachers in one school year to public parks, 29.1 per cent; to Assiniboine Park Zoo, 15.1 per cent; on nature study jaunts, 12 per cent; for outdoor art classes, 8.5 per cent; to industrial plants, 6.9 per cent; and to government institutions, 17.2 per cent. Considering the extensive laboratory a city such as Winnipeg has, now that war transportation conditions are lifted, this form of learning experience can be developed with profit in any activity program for children.

The number of framed pictures in schools varies greatly from one school to another, the range being from only one picture to one hundred and thirty-one; in classrooms the average is twenty-seven pictures per school. Files of flat pictures are maintained by the majority of teachers, and the use of charts and posters is fairly satisfactory; these are largely in the social-studies and health areas, with art and science placing next.

Blackboard facilities appear to be reasonably good. While the average amount of display and tackboard is satisfactory, one-third of the classes still need the latter in sections of blackboard height. These display boards are very generally used in correlation with current studies. Practically all elementary teachers use flash cards for one or more subjects, both homemade and commercial.

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[6] Added by surveyor.

About two-thirds of the elementary teachers have industrial exhibits, demonstration collections, or demonstration objects, while 92 per cent have individual collections in their rooms; this is satisfactory. Somewhat fewer junior high teachers possess these aids; this is probably due to the departmentalization of teaching, but may indicate greater reliance on books in these grades. The teachers report a lack of display cases or shelves, project tables, and cupboards or storerooms for use with these exhibits.

In the use of projected pictures the basis of any good program is the class teacher. Each school should have a co-ordinator of visual instruction as the core of its organized activity in this field. Twelve such official co-ordinators are reported (eight with special qualifications), but there are forty-three willing unofficial workers promoting the objectives of such an office. Only 25 per cent of the 507 teachers answering the questionnaire use the sound film and 37 per cent use film-strips as an integral part of their teaching activities.

Teaching techniques used in connection with projected pictures are far from adequate when one finds that only 20 per cent preview the film, 72 per cent rely on the scanty synopsis of films given in the catalogues, and only 44 per cent make the blackboard guides before the showing. The commonly used follow-up was class discussion, though there are several other methods that may be used with profit. There is evidence that much projection is done without reference to the current studies being carried on in the classroom. Only 9 per cent of teachers using films have student-crews to handle the mechanics of projection.

The percentage of schools possessing projectors is as follows, the others relying on the 'itinerant' school-board sound projector: sound projectors, 64 per cent; silent film, 26 per cent; film-strip, 60 per cent; 4" x 4" slide, 26 per cent; opaque, 24 per cent. Seven other schools are contemplating the purchase of a sound machine, bringing the percentage up to 80. The present policy of the school board is to pay $200 toward the cost of a projector purchased by a school.

In forty schools reporting, there are seventy-seven rooms adequately equipped for projection work, including twenty-two auditoriums. Seventy-five per cent of the classrooms have no dark blinds and the blinds in 50 per cent of those that have them do not eliminate the light adequately. Sixty per cent of schools using films have no projector stand. Only 18 per cent of the schools with sound machines own microphones. Film splicers are rare, although at least 130 film-lessons in one year were terminated by film breaks or projector failure.

Of forty schools reporting 55 per cent have auditoriums adequately fitted for screening films. The average seating capacity is 271. The number of screenings necessary to seat the entire school ranges from 1 to 7. Sixty-five per cent of the auditoriums reported have an insufficient number of chairs, making it necessary to seat on the floor an average of 106 children to view an average of ten 3/4 hour programs per year. (Since these data were compiled, this situation has been somewhat alleviated by the availability of folding chairs.) Twenty-five per cent of these auditoriums are endowed with good acoustics; 50 per cent, fair; and 25 per cent, poor. Twenty-eight per cent of them can be darkened only inadequately.

Forty-nine portable radios were reported available for radio listening in thirty schools answering this item in the questionnaire, and eleven schools reported a total of eighteen console model radios. The new policy of the school board is to provide radios to schools on the basis of one for 500 students and one for each succeeding 250 of enrolment. Five out of twenty schools reporting are contemplating the purchase of wire or tape recorders within the next two years.

3. Recommendations

53. That the practice of making excursions into the community be extended at all levels as part of an experience program.

54. That framed pictures be hung in each classroom and public room in every school.

55. That every teacher own illustrative materials as his personal property in addition to whatever material the school library may contain. Pictures, charts, specimens, exhibits, and models be provided by the school board, the school, and the teacher as circumstances determine. Commercial pictures used as teaching aids be purchasable within the library grants.

56. That there is need for more cupboards and project tables.

57. That every standard classroom have a blackboard, at least enough to equal the length of one wall.

58. That every standard classroom have tacking display board, and the amount suggested is the equivalent of the blackboard area usually found on one wall.

59. That the provision of exhibits for display boards by pupils themselves be further encouraged.

60. That good flash cards for use in primary classes be provided teachers of these grades.

61. That each principal appoint in his school a "visual-aids co-ordinator" to assume the co-ordination of visual and sensory aids with existing curricula and educational needs of the school. He will be a resource person in this field to the whole school.

62. (a) That training courses be provided in the teacher-training institutions for teachers in training.

(b) That courses also be given in Winnipeg schools for teachers in service.

(c) That all courses be of the workshop type, and should stress the pedagogical techniques involved in all aspects of visual aids in education.

(d) That plenty of magazine, pamphlet, and monograph reading materials be made available to teachers in service.

63. That only high-grade turntables and dynamic microphones be provided the schools in order that high fidelity reproduction for music and art classes may be obtained and that satisfactory announcing and commentating on films may be possible.

64. That the screen used in each school be not less than 6' x 4', with beaded surface, and equipped with metal tripod; anything less than these specifications is inadequate for the color films that will shortly fill the catalogues of educational films.

65. That each school have a separate classroom specially fitted for the projection of pictures, where the equipment may be set up permanently—preferably with the projector closed off in a small projection room. Where double classrooms exist these make excellent "small theatres," since seventy-five pupils may be shown the film at one sitting very efficiently.

66. That administrators and principals encourage teachers to an acceptance of the primary responsibility for the adequate use of the project pictures in school studies.

Evaluation and Home Reporting

A study of evaluation (testing) and home reporting was planned to gather information on current practice with regard to the following:

1. Construction and use of school-board tests

2. The adequacy of present home report forms including:

   a. The terms used in evaluating
   b. The comparative values of such terms
   c. Subjects included or not included
   d. Frequency and time of issuing home reports

3. Materials that are used to supplement regular reports

4. Follow-up work in connection with home reports

1. Findings of the Questionnaire

In the Primary Division, Grades I-III, the visiting supervisor is chiefly responsible for the evaluation of subject content. Teacher-prepared tests are most common in the Senior Division, Grades IV-VI. Principal-prepared tests play a relatively small part in the evaluation program. Standardized tests are not at present used to any great extent. In general, current practice seems to be reasonably satisfactory.

School-board tests distributed to the schools about February 1st and again about June 1st are used by practically all classroom teachers, the range being from 87 per cent in Grade II to 100 per cent in Grades V and VI.

2. Pertinent Facts about the Use of Report Form I-II

a. From 15 per cent to 25 per cent of the teachers in Grades III-VI apparently do not use the report.

b. The majority of teachers use a combination of letters and/or words with percentages to indicate achievement in the various subjects listed. This appears to be a more satisfactory system than the use of only percentages as indicated on page 1 of the report.

c. School-board tests are quite uniformly marked on a percentage basis, but the responsibility for an evaluating method in the other subjects rests upon the individual teacher—a good sign.

d. In reporting upon subject achievement, Word Grading (Excellent, Very Good, etc.,) is more common than Letter Grading (A, B, C, etc.). In both methods there is a serious lack of uniformity when a comparison is made with percentages, e.g., in one Grade III class the minimum for "Very Good" is 65 per cent while in another such class it is 95 per cent; similarly in one Grade VI the maximum for "C" is 66 per cent while in another it is 79 per cent.

e. Reports in Grades I and II are neither formal nor uniform.

f. The majority of teachers in Grades III-VI follow the prescribed regulations by issuing reports bi-monthly.

g. Apparently many teachers do not report upon drawing, music, hygiene, and the attitudes in the usual way. Some teachers suggested the addition to the report of new subjects, some suggested changing the nomenclature of others. The obvious conclusion is that a new report form is necessary.

3. Other Findings

Most teachers follow the favorable practice of sending home samples of pupils' work.

In schools where the services of a visiting teacher are available, a considerable amount of follow-up work on reports is done by her; as well, principals and classroom teachers share about equally in performing a similar function.

4. Recommendations

67. That for Grades I and II a uniform report should be designed for use in all city elementary schools, such a form to be indicative of the objectives in these grades.

68. That it is desirable to issue reports in Grades I and II at least twice but no more than three times a year.[7]

[7] The surveyor does not agree that reporting should be limited to three times per year.

69. That for Grades III-VI a new Home Report Form is both desirable and necessary. Such a report should be designed to embody the desires of parents as well as the opinions of teachers and of principals.

70. That having in mind the incidence of Christmas and Easter vacations and of the Musical Festival, it would be well to consider issuing Grades III-VI reports only four times a year—e.g., October 31, January 31, March 31 (approximately), and June 30.

71. That it is desirable that the administrative staff set uniform values to apply to word and letter grading throughout the elementary system with careful consideration given to the entire evaluation method, e.g., "Does the mark or letter on a pupil's report measure his achievement in terms of his ability or his achievement in terms of the mastery of subject content?" At the same time a "pass mark" should be clearly defined.

72. That the Supervisory Council suggested later in this chapter, initiate a more comprehensive study of the evaluation of learning and pupil progress in the Winnipeg Public Schools.[8]

Promotion and Classification

> The objective to be sought through classification [and promotion] is to place each child continuously in an educational setting (group or class) which will give him the best opportunity to achieve an optimum, well-rounded growth.[9]

1. The Current Situation

The teachers of Grades II to VI in the Winnipeg Public Schools recognize to a certain degree that the individual growth pattern and rate of learning differ with each child. From the data collected by the questionnaire, it was apparent that the most commonly used bases of promotion were:

a. Consideration of pupil's achievement throughout the year.

b. Final examination marks.

These bases were each used by at least 72 per cent, and jointly used by 61 per cent of the teachers. The use of these two bases together with the mental and chronological ages was reported by 20.1 per cent of teachers of Grades I to VI.

It is interesting to note that 90 per cent of the teachers of Grade I emphasized mental age and chronological age, as well as consideration of pupil achievement through the term as a basis for promotion.

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[8] Added by the surveyor.

[9] Walter S. Monroe (Editor), Encyclopedia of Educational Research, p. 438. New York: Macmillan Company, 1941.

Beginners are admitted to Winnipeg schools in September and in February. This means that promotions from Grades I, II, and III are not only made in June and in January-February but whenever the pupils achieve the next grade level. The time of promotion for pupils in Grades IV and V may vary slightly. In Grade VI, however, the promotion is set for June. The committee is aware of the classroom problems associated with promotions at irregular intervals. Other cities have carried on a great deal of objective research in this field.

The questionnaire revealed that Winnipeg teachers, when assigning work and grouping pupils, consider individual differences—physical, mental and emotional. It is significant that the teachers in the intermediate grades as well as those at the primary level are increasingly aware of the desirability of small groups for instruction. The questionnaire indicated further that in the primary grades the pupil is given more opportunity to work at his level of achievement in each subject. This is not as true of the intermediate grades. The provisions being made in the primary grades for the consideration of the individual child are to be commended. It is desirable that this consideration be extended through the intermediate grades.

Further recognition of individual differences appear in the amount of extra time devoted to assisting the slow learner. This type of pupil is helped before and after school hours, as well as during noon and recess periods. Sixty-seven per cent of all classes use either partial or total recess periods for this practice. It is principally accepted by workers with children that a child requires the alternating rhythm of work and play. The loss of the recess, however, denies to him that pattern. Consideration for the physical and mental health of the child prompts the committee to recommend that every child be given a recess twice a day.

The concept of individual differences seems to be associated too frequently only with the slow-learner. Fewer teachers provide more than minimum opportunities for the fast-learner. The committee recognizes the necessity for a more extensive study of individual differences with respect to the fast-learner in order to provide an enriched program for satisfactory growth.

It is worthy of note that very few pupils with intelligence quotient below seventy-five are enrolled in the normal classes. An adjustment teacher and extra assistance by the teacher in the classroom help to supply the needs of the pupils so enrolled. Information gleaned from the questionnaire indicates that an adjustment teacher is not available as yet to all schools or to all grades. The two needs most frequently provided for by the adjustment teacher, as obtained from the data in the questionnaire, are associated with:

a. Pupils retarded because of illness.

b. Pupils not working up to the classroom standard.

To conclude, it may be stated that effort is being made in the Winnipeg schools, to place the pupil in a classroom situation where he can achieve the objective sought. It is felt that the proposed recommendations should significantly assist in the desired purpose.

2. Recommendations

73. That the school should recognize to a greater extent the differences in the rate and breadth of growth of pupils, and promotion should always be in terms of the best interests of the children.

All the following factors should form the basis for promotion:

(a) Mental age

(b) Chronological age

(c) Consideration of pupil achievement through the grade

(d) Final examination marks

(e) Personal relationship between the teacher and pupil

74. (a) That children be admitted to the kindergarten once each year, in September, and that each child be required to be five years of age on or before November 30th of the year of entrance.

(b) It is suggested that a three-year period be used in eliminating split classes where one teacher has a Grade I and Grade II, or a Grade II and Grade III in the same classroom.

75. That in the interests of the health of the pupils, every child should be given a recess twice a day.

76. That provision be made for an enriched program to meet the need of the fast-learner. A thorough study should be made of this problem.

77. That there be an increase in opportunity for pupils in Grades IV, V, and VI to work at their own level of subject matter and in their other fields of achievement.

Pupil Personnel Services

The Core Committee on Elementary Education worked with the committee which studied pupil personnel services and reviewed their report in detail. For the details of this report, the reader is referred to Chapter XIII.

Materials of Instruction

The surveyor of elementary education recommends that a long-term and continuous program of study of the materials of instruction be made a part of the activity of a Supervisory Council in the Winnipeg Public Schools. Among the problems to be considered by this Supervisory Council will be:

The adequacy of present instructional materials and the formulation of plans for improving and increasing the effectiveness of such materials.

1. A Supervisory Council

It is recommended that the Supervisory Council mentioned above be organized according to the following plans:

78. The council should be composed of the leadership group in the Winnipeg Public Schools (this would include the Superintendent of Schools, his assistants, the supervisors, school principals, and other supervisory personnel).

79. A definite agenda and meeting schedule should be established and at least two afternoons per month from 2:00 P.M. until 5:00 P.M. are suggested for the council meetings.

80. Individual building faculty meetings should be held some time during the week in which the Supervisory Council has its meeting.

81. The function of such a Supervisory Council would be that of policy formulation, policy review, and co-ordinating agency.

82. If the council proves to be too large for effective work, then a subcommittee on elementary education and a subcommittee on secondary education might be included as a way of making the larger council workable in size.

Those interested in an outline of the purposes, techniques, and procedures which are believed to be important in the operation of a Supervisory Council are referred to an article by the surveyor of elementary education in Reading in Relation to Experience and Language.[10] The following quotations from the article just mentioned are given as a basis for the development and operation of a Supervisory Council.

> Co-operative faculty planning has one major purpose: to promote professional growth through participation in a working environment which releases and harnesses the maximum capacity of every individual in a team called a faculty. Of course, the end product of real professional growth is better education for boys and girls, youth and adults. Curriculum guides, courses of study, and other teaching aids are logical by-products of co-operative faculty planning, but they are not its major purpose.
>
> It will be helpful to consider four phases of the faculty planning process and to ask ourselves how well we practice, in each phase, the philosophy, the psychology, and the methods of good teaching. The four phases are: (1) identifying problems or areas that need attention, (2) arranging for division of labor, (3) making the study of a problem or area, and (4) co-ordinating the work of groups and individuals.

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[10] Bertrand L. Smith, "Techniques and Procedures in Co-operative Staff Planning to Improve the Language-Arts Program," Reading in Relation to Experience and Language, p. 210. Proceedings of the Conference on Reading Held at the University of Chicago, Vol. VI. Supplementary Educational Monographs, No. 58. Chicago 37: Department of Education, University of Chicago, December, 1944.

2. Steps in Group Study When Faculty Representative System Is Used

Step 1. Building an understanding of the function of a faculty representative by:
- a) Discussing the two-way nature of communication
  - (1) Getting information from the building faculty
  - (2) Returning information to the building faculty
- b) Discussing and practicing the techniques of communication by tapping faculty thinking, pupil thinking, and parent thinking through:
  - (1) Formal method
  - (2) Informal method

Step 2. Setting goals in the central study group by:
- a) Discussing responsibilities of the group
- b) Discussing objectives of the school
- c) Discussing objectives of the language arts
  - (1) Child growth and development
  - (2) Reasonable instructional sequence
- d) Using a coded objectives work sheet to check present and proposed curriculum items

Step 3. Carrying on group study and planning by:
- a) Sensitizing the faculty to the need for better language-arts instruction through:
  - (1) Inventorying present language-arts situation
    - (a) Designing and administering instruments
  - (2) Tapping faculty thinking in the form of written suggestions for improvement
  - (3) Reporting the language-arts inventory
    - (a) To central study group
    - (b) To entire faculty
- b) Refining faculty thinking through:
  - (1) Central group study and discussion of:
    - (a) Inventory on master planning board
    - (b) Faculty suggestions for improvement
    - (c) Opinions of resource persons
    - (d) Reviews of research and writing
    - (e) Promising practices in other schools
  - (2) Refining thinking in each building faculty by getting reactions to thinking of central group through formal and informal methods
    - (a) Review of tapping techniques
    - (b) Interpreting results
      - (1) More than counting noses
      - (2) Usual unreliability of first reactions
- c) Arriving at alternative solutions by:
  - (1) Formulating alternatives
  - (2) Presenting alternatives to faculties
  - (3) Further tapping of faculty thinking through securing a reaction to alternatives

d) Making decisions by:
   (1) Reviewing present language-arts situation
   (2) Reviewing faculty suggestions
   (3) Reviewing research, recent writing, and the suggestions of resource persons
   (4) Reviewing present situation and objectives in terms of alternatives proposed
   (5) Arriving at best solution for the school system at this time, recognizing that continuous re-planning will be necessary
   (6) Considering the effect of proposed solutions on other curriculum areas, on children, on parents
e) Recommending action by:
   (1) Formulating recommended actions in clear and usable form
   (2) Recognizing the contributions of all in recommending an action
   (3) Stating alternatives if a decision cannot be reached
f) Following up action through the representative system by:
   (1) Gathering reactions from pupils, faculty, parents, and public
   (2) Interpreting reactions sanely
g) Searching for new and related problems which grow out of a recommended action and call for additional study and planning.

General Conclusions of the Core Committee on Elementary Education

A general over-all view of the elementary schools in Winnipeg demonstrates the transitional nature of the times in elementary education.

On the whole, there is evidence of the existence of a growing understanding of the importance of "interest" and "pupil activity" as essential factors in learning, that co-operative enterprises in school are important to adequate social training, that much learning is informal in nature, and that important experiences for pupils and classes may be found outside the school room and the school building. This evidence is found in the growing use of visual aids of many kinds, of specimens and pictures and objects in the classroom, of excursions to places of interest outside the school, of group projects in practically all subjects, of conference and discussion techniques in instruction, of assembly programs and activities shared with parents and the community, of simple research activities, of dramatic presentations in several subject fields, of correlation of teaching material from two or more subjects, etc. To supplement the regular classroom services for meeting the needs of both normal and exceptional children, adjustment teachers, ungraded classes, visiting teachers, the Child Guidance Clinic and its related agencies, in-service training facilities for teachers, and a gradual reduction in the size of classes, are being introduced.

The committee, at the conclusion of its study, sees a steady trend toward schools with philosophy and practice that will meet the needs of Canadian society. Much remains to be done, but teachers, administrators, and the public are moving in that direction. For the future the main broad task is a long-range program of continuous improvement in elementary education which will develop:

1. The growth of the conception of education as the development of the whole child at his own rate to his own highest capacity in each area of his living and personality.

2. The mastery by teachers of techniques that will provide pupils with learning experiences that have regard for physical, social, emotional, and spiritual values as well as for the acquisition of factual knowledge.

3. The provision of a good physical environment and of adequate equipment and materials to serve a program that fosters great pupil interest and pupil activity and participation at every age level.

4. The cultivation of community relations and community education that will create solid public support, financial and otherwise, for a good program of the type indicated above.

Summary of Major Recommendations

The surveyor of elementary education believes that the major recommendations may be listed as follows:

1. Establish a Supervisory Council as a leadership group that will develop, review, and administer the policies of the Winnipeg Public Schools. The development of such a council will probably lead to the formulation of a systematic plan for faculty study and planning which will make it possible to share the thinking and experience of all members of the faculty.

2. Continue to evaluate the several curriculum areas to see how near they are coming to achieving the objectives of each area.

3. Improve instructional materials as rapidly as possible.

4. Reduce class size when possible.

5. Improve and expand such services as: (a) visual aids, (b) libraries, (c) programs for handicapped children, and (d) pupil personnel services.

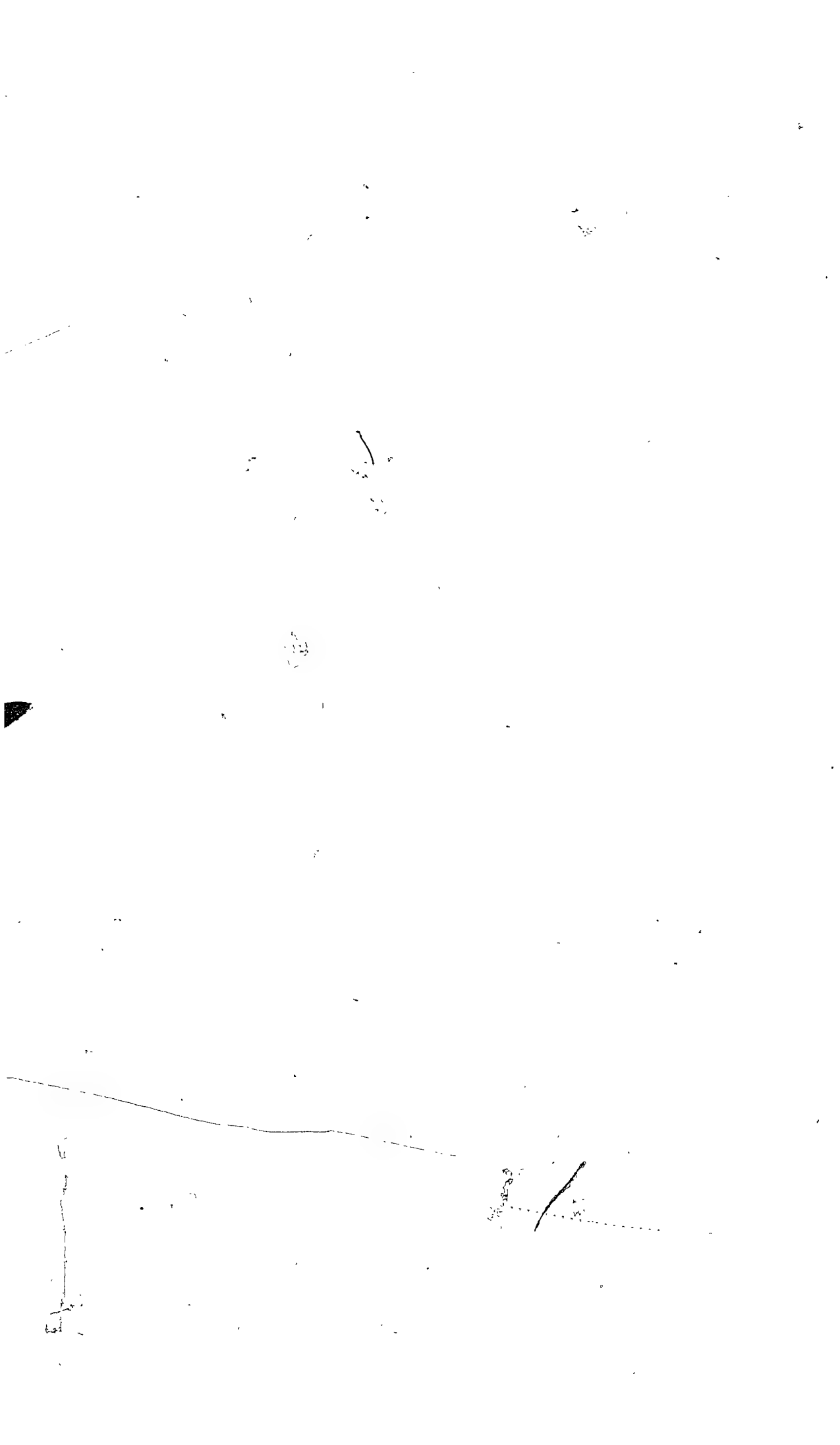
6. Improve entrance, classification, and home reporting policies in the kindergarten and elementary grades.

7. Encourage the faculty to search for and utilize improved methods and techniques of teaching through local workshops, faculty meetings, extension courses, university study, and in other ways.

8. Encourage a closer and closer relationship between the home and the school by acquainting parents with the objectives and plans of the school as such plans are related to the home, neighborhood, and community life of every child.

Surveyor Commends Winnipeg Faculty

The surveyor expresses his appreciation to the Board of Trustees and elementary-school faculty of the Winnipeg Public Schools for the fine co-operation given during the work of this survey. The work of the members of the faculty while they were also carrying on a regular job was outstanding and deserves the appreciation of all concerned.



CHAPTER X

READING AND THE LANGUAGE ARTS

The language arts, as currently conceived, include two major areas, namely, receiving impressions through language symbols and expressing ideas in verbal form. The understanding, attitudes, and skills that comprise the former are usually taught in connection with reading and listening. Those that comprise the latter are taught in connection with oral expression including speech and with written expression including composition, rhetoric, grammar, spelling, and handwriting. In addition to these various aspects of the language arts, this report is concerned with literature and school libraries.

The data and recommendations which are presented in this chapter are based largely on the findings of the Language Arts Committee, supplemented by the results of numerous conferences and classroom observations by the writer. In addition, pertinent information was secured from various reports prepared by other survey committees, such as the "Testing Program in the Winnipeg Schools;" from printed articles such as "The Winnipeg Child Guidance Clinic," Canadian Education, III (March, 1948), 53-57; and from data in the superintendent's office, such as those relating to the mental ability of the Winnipeg pupils and the reading achievement of high-school pupils.

The Personnel and Work of the Committee

The Language Arts Committee consists of twenty-five members which served under the chairmanship of Miss Dorothy Lampard during the Autumn of 1947, and of Miss Kathleen Wilson more recently. The names of the various members of the committee appear in the Appendix of this volume.

In order to facilitate its work, the committee was divided into subcommittees representing four levels, namely, the primary grades, the middle grades, the junior high schools, and the senior high schools. Each of these subcommittees included one or more members interested particularly in each of the following areas: reading; oral expression and speech; written expression, including handwriting and spelling; literature; and the library. It was thus possible to study the problems of the various language arts and of literature at various grade levels, to consider the problems of each sequentially throughout both elementary and high school, and to appraise the adequacy of the facilities of the libraries throughout the school system.

During the week that the consultants were in Winnipeg in October, 1947, the committee met several times and developed plans for the survey of the areas assigned to it. It approached its problem through an intensive study of the characteristics of pupils at various levels of school progress and

their needs in the various language arts. Their findings were interpreted in terms of related objectives of teaching. Through observations, conferences, questionnaires, and tests the committee secured detailed information concerning curriculum practices, instructional materials, methods of teaching, and the achievement of representative groups of pupils. From the results of their various survey activities, significant conclusions were drawn and recommendations prepared.

Opportunity is taken here to commend the Language Arts Committee as a whole and its various subcommittees on their excellent work. Each member cooperated wholeheartedly and made sincere effort to explore the facts and to prepare constructive recommendations. During the course of the survey, the Committee as a whole and its various subcommittees contributed several hundred pages of data, interpretations, and constructive proposals. These are on file in the superintendent's office and are available for use in the further study of the language-arts program in different schools or by subsequent committees that may be organized in this field. Their major findings and recommendations have been summarized and appear in Volume II of the Survey Report.

Status of the Language Arts in Winnipeg

In order to secure a bird's-eye view of the status of the language arts in Winnipeg, inquiries were made concerning the importance attached to this curriculum field, the nature of the program provided, its operation in the schools, and the achievement of the pupils.

1. Importance attached to the language arts.—That great importance is attached to the language arts is indicated in several ways. First of all, the programs of studies prepared by the Department of Education which serves as a guide in the schools of Winnipeg is explicit on this point:

> Language is the chief means by which the achievements of the past are made available to us and by which the ideas of the present are intercommunicated . . . . It is the business of the schools to see that the children . . . . are given the skills of language that will enable them to take the fullest possible advantage of the education provided for them. The school programme, then, must give direct training in listening and reading and speaking and writing in English, and give children opportunity for much practice in these skills (English: Grades I-VI, 1946, p. 2).

In harmony with the foregoing statement more time is reserved for the language arts in both the elementary and the high school than for any other curriculum field. Of special significance is the fact that one-fourth of the total of forty hours per week at the junior high school level is reserved for the language arts, excepting in the case of pupils who take one or more foreign languages.[1] From 12 to 18 per cent of the school day is reserved for the language arts in the revised curriculum for senior high schools. To the extent that time reserved for a subject is a measure of the importance attached to it. the language arts rank very high.

[1]See Junior High School English, 1947, pp. 5-6.

The fact that this field was the only one selected for intensive study in this survey may be interpreted as further evidence of the importance attached to it in Winnipeg.

2. The printed program of study.—The programs of study for the language arts and literature have been outlined in considerable detail in the bulletins prepared by the Department of Education. The contents of these bulletins have been revised recently or are now under revision. English, Grades I-VI was published in 1946; Junior High School English was published in 1947; and the senior high school program is under revision at the present time. As a result, the current program reflects in most respects a modern point of view. Certain exceptions will be pointed out later.

Three aspects of the program, as outlined in the bulletins, merit special emphasis.

a. The field of the language arts is conceived as a unit which consists of various interrelated aspects. In harmony with sound theory and practice the field is divided into the interpretative and expressive arts with provision for specific emphasis upon listening, reading, speaking, and writing. The current program is well in advance of most published courses of study in its recognition of listening as an area that merits emphasis throughout the grades and high school and in its provision for continued guidance in reading in the high schools. In many respects the published program is quite in advance of classroom practice in Winnipeg.

b. The bulletins also emphasize the great importance of correlation between the language arts and other curriculum fields. The fact is pointed out that the understandings, attitudes, and skills acquired through basic instruction in the various aspects of the language arts must be applied in all curriculum fields. Furthermore, the child should strive at all times, with needed help from the teacher, for superior interpretation and expression in every school activity. "Failure to acquire these good habits will seriously affect his progress in all school subjects, scientific as well as literary." Similarly "good practice in reading and expression as they are used in connection with other subjects will produce better English." (English, Grades I-VI, p. 5.) Although the programs of studies stress the importance of correlation they include few concrete suggestions for achieving it. Observation shows clearly that little effort has been made in many classrooms to correlate basic instruction in the language arts with guidance in the content fields and that teachers are in urgent need of help in this connection.

c. A third feature of the published program is that the emphasis given to the various language arts varies unduly. Some are discussed at great length with many concrete suggestions. Others are treated very briefly and only in quite general terms. Table 11 shows the number of pages devoted to different aspects of the language arts and to literature in the bulletins for the grades and junior high school. As indicated by the entries in the table, reading receives a generous space allotment which is reasonably well distributed throughout the grades and high school. Literature and handwriting also receive considerable attention. Because the suggestions that pertain to the elementary-school level are not differentiated for the primary and middle

grades, teachers complain that the suggestions are too general. The total space allotment to language expression is good. However, two-thirds of the space devoted to it pertains to speech at the elementary-school level and to grammar in junior high school. The suggestions pertaining to other aspects of oral and written expression are very much abbreviated.

TABLE 11

Number of Pages Devoted to Various Aspects of the Language Arts in Two Bulletins

Grades	General	Reading	Listening	Literature	Language Expression	Hand-writing	Spelling
Elementary All grades	3	12	0	18	18 of which 13½ relate to speech	18	1
Primary	0	24	0	0		0	0
Middle	0	21	0	0		0	0
Junior High	4	15	0	28	30 of which 20 relate largely to grammar	7	2

The foregoing analysis suggests that whereas the current program of studies for the language arts has many admirable qualities, it does not provide well-balanced emphasis and guidance in the various aspects of this field. Inquiries among teachers showed clearly that more detailed help is needed in many areas. This deficiency can be corrected in part in subsequent revisions of the programs of studies. In the meantime, the teachers of Winnipeg face the challenging problem of enlarging and adapting the program outlined by the Department of Education to its specific needs.

The survey also showed clearly that many teachers are not sufficiently familiar with the suggestions contained in the bulletins, or their implications, to use them effectively. The need is urgent for a vigorous in-service program in which the problems involved in teaching the language arts and literature, and in developing and making adequate use of library facilities can be attacked vigorously and co-operatively by the staff. Suggestions concerning vital problems that merit consideration appear in later sections of this report.

3. The achievement of the pupils.—As a significant part of its work, the Language Arts Committee gave tests during the Autumn of 1947 in reading, handwriting, spelling, language usage, and literary appreciation to pupils in Grades III, VI, IX, and XI. Whereas, it was not possible to give tests at each of these levels to all the pupils in every school, they were given sufficiently widely that the findings are fairly representative for the city as a

whole. The scores received were interpreted in terms of grade norms and in the light of the level of intelligence represented by the pupils of Winnipeg. Attention is directed here to the more significant findings and some of the problems that they suggest.

a. When the scores made on the various tests were considered as a unit, it was found that the pupils in Grades III and VI are progressing in close harmony with expectancy, as judged by grade norms. In Grades IX and XI the pupils rank somewhat above the norms for the tests. Whether such results are satisfactory depends in part on the level of intelligence represented by the pupils of the various grades.

Fortunately, the results of the California Mental Maturity Test, which was given in Grade II in 1945, have been summarized and appear in a section of the survey report entitled the "Testing Program in the Winnipeg Schools." The results show that the pupils of the second grade approximate the norm in average mental ability. The individual scores are also normally distributed. According to records on file in the superintendent's office, the pupils of the ninth grade rank about a year above the norm, as measured by the Henmon-Nelson Mental Ability Test. This high standing is due in part to the large amount of retention of pupils in the grades. When they reach the ninth grade, therefore, they are older and more mature than is typical of pupils at that grade level. A similar situation prevails in the eleventh grade where rigorous academic requirements force some of the less competent pupils to drop out of school.

The foregoing facts justify the conclusion that the pupils of Winnipeg are on the average making normal progress in reading. It would appear, therefore, that the quality of the instruction given and the pressure exerted on pupils are about the same as elsewhere.

b. Further analysis of the test results shows that the average scores attained by the respective grades often differ significantly for the various subjects tested. In reading, for example, progress is about normal throughout the elementary grades, and significantly above normal in Grades IX and XI in harmony with the higher ranks of the pupils in mental ability. In handwriting, the pupils rank somewhat above the norm in the third grade and somewhat below in the sixth grade. Unfortunately, the ninth-grade pupils rank on the average no higher than the norm for the third grade and the eleventh-grade pupils barely attain the norm for the sixth grade. The chief explanation offered by members of the staff for this poor showing in the higher grades is "inadequate attention to handwriting."

The results of the spelling tests were not altogether convincing because two different tests yielded somewhat different scores. However, from the evidence available, it seems fair to conclude that third-grade pupils do very well in spelling, that sixth-grade pupils rank about half a year below the norm, and that ninth-grade pupils rank above the norm but somewhat below what might be expected in terms of their mental ability. Conferences with teachers of the middle and higher grades revealed widespread dissatisfaction with the spelling ability of the pupils. The explanation offered almost universally for the unsatisfactory attainments revealed was "a poorly conceived

spelling program," and "failure generally to give specific attention to the spelling deficiencies of pupils."

The results of tests in the mechanics of expression and literary appreciation given in the eleventh grade showed that the pupils approximate the grade norms in each case but rank somewhat below standard in terms of their mental ability. As pointed out by the Language Arts Committee in Volume II, these pupils rank above the grade norm in some aspects of appreciation and below in others.

The foregoing analysis indicates that the schools of Winnipeg face a challenging problem in maintaining balanced emphasis upon the various aspects of instruction in the language arts and literature. The unsatisfactory attainments in spelling and handwriting suggest the urgent need of more carefully planned and effective teaching in these areas.

c. Of large significance also are wide variations in the attainments of pupils of given grades in different schools.[2] Whereas, for example, the median score for the third grade in comprehension is 3.2, the median scores for the various third-grade classes tested vary from 2.9 to 4.1. Equal, if not greater variations, were noted in the median scores of classes in the other grades. These variations are due in some cases to differences in the cultural background of the pupils and in their mental ability. In other cases they are due to significant differences in the instructional facilities provided in the extent and quality of the supervision given, and in the efficiency of teaching. Careful studies should be made by the teachers of each school to determine why pupils fail to attain expected norms. A highly flexible curriculum is essential at each grade level if instruction is to be properly adjusted to the attainments and needs of specific groups.

The problem is further complicated by the fact that the pupils within a given group vary widely in their attainments and needs. As a rule, the pupils of a class vary as much as three grades in specific aspects of the language arts. In one third-grade class the average comprehension scores varies from 2.2 to 6.0. Equally wide differences were found in other aspects of the language arts and at every grade level. If a teacher follows the traditional practice of assigning the same lessons to all pupils in a group, it is obvious that some will be able to make the expected amount of progress with little or no effort while others will encounter such serious difficulty that they will be thwarted in their effort to succeed. As a rule, the latter soon become discouraged, acquire negative attitudes toward school work in general, or toward specific aspects of it, and often develop into serious problem cases.

The foregoing conditions are not peculiar to Winnipeg. They are a natural product of wide differences in the abilities, interests, and drives of pupils in specific groups. There is no more challenging problem faced today by school officers and leaders than that of adjusting the materials and methods of teaching to individual differences so as to facilitate common

[2]Betty A. Nicks, Study of Reading in the Elementary Schools. Master of Education Thesis, University of Manitoba, Winnipeg, Manitoba, 1948.

learnings. In extreme cases, it is often necessary to modify the objectives and scope of the curriculum to meet individual needs.

The foregoing conditions and needs had been recognized in general by a majority of the staff before the survey began. Deep concern was expressed during the period of the survey because of the failure of groups and individuals to make satisfactory progress in various aspects of the language arts. The need for help in improving the situation was expressed on every hand. It appears, therefore, that the time is ripe for vigorous and constructive effort by the staff to adjust instruction more effectively to the varying needs of pupils and to promote increased competence on the part of most, if not all, pupils in the language arts.

4. Survey of current practices and problems.—The Language Arts Committee also secured detailed information about current programs, instructional facilities, and the teaching problems faced by various schools. Numerous classroom observations were made and hundreds of questionnaires were sent to teachers. In addition, information was received from high-school principals and to some extent from pupils and parents. The results of these inquiries have been summarized and are on file in the central office and may be used as a point of departure for additional studies of the language arts by city-wide committees or specific school staffs. The major findings and recommendations of the committee appear in Volume II of the Survey Report. They present an impressive picture of problems, needs, and desirable changes. Attention is directed here to some of the major problems revealed.

a. The time reserved for the language arts varies more widely among schools and classrooms than can readily be justified in terms of differences in needs. The situation that prevails is illustrated by the entries in Table 12 which summarize responses to the questionnaire on this issue.

TABLE 12

Range in Time Allotments in Minutes Per Week For Different Aspects of Reading in Grades I to VI

Grade	Oral Reading	Silent Reading	Supplementary Reading	Library
I	75-600	15-750	25-300	none-125
II	50-450	40-250	15-150	15-150
III	30-450	none-153	25-143	25-125
IV	40-180	30-200	none-200	none-150
V	30-200	30-200	none-150	none- 90
VI	20-250	35-175	none-200	none-120

Whereas some of the differences reported may be the result of misinterpretations of the questionnaire, it is fair to assume that the wide range shown is due in part at least to differences in the philosophy underlying the program in reading in the different schools. The relative amount of time devoted to each of the other language arts at both the elementary- and the high-school level should be studied by the staff. Decisions concerning unwise practices

and needed changes in emphasis in specific schools should be based on a clear recognition of the role of the language arts in promoting needed types of growth, the goals to be attained by all pupils, and the needs of pupils in specific schools and classes.

b. The size of classes in many schools is too large to insure satisfactory results. The fact that thirty-six or more pupils are assigned to more than half of the elementary classrooms of the city is open to serious criticism. Until such enrolments are materially reduced, it will be impossible for teachers to adjust programs in the language arts to the varying needs of individuals. A desirable goal toward which to work is an enrolment of not more than thirty per classroom in both elementary and high schools. Classes composed of deficient or retarded pupils should be much smaller.

c. The physical environment for teaching is often not conducive to good results in the language arts. Many of the classrooms are unattractive, poorly ventilated, inadequately lighted, or unduly noisy from outside sources. The seating arrangement often does not allow freedom of movement and the functional grouping of pupils for varied activities. Furthermore, many classrooms are inadequately equipped with reading tables, bookshelves, bulletin boards, display space, and instructional materials adapted to a wide range of needs. It will be impossible for the school board to supply immediately all the funds needed to overcome such deficiencies. It is recommended, however, that a five-year program be adopted in renovating and equipping elementary classrooms in harmony with modern standards.

The prevailing practice in high schools of assigning language-arts classes to any available rooms was rightly criticized by members of the staff. Efficient teaching in this field requires an appropriate environment and equipment just as truly as does instruction in art, music, or the natural sciences. Rooms should be set aside and equipped as rapidly as possible to serve as language-arts laboratories. All high-school classes in this field should be assigned to these laboratories. A special committee of English teachers should be appointed at once to study and report on the organization, decoration, and equipment of these rooms so that they will serve their unique purposes most effectively.

d. Whereas definite progress has been made in establishing and extending library facilities in both elementary and secondary schools, they are still quite inadequate to meet current needs. The major deficiencies are described pointedly by the Language Arts Committee in its chapter in Volume II of the Survey Report. Among the chief limitations pointed out are: lack of a clear-cut, central purpose; little or no overhead direction or supervision; absence of trained or semi-trained librarians in many schools; much outdated and irrelevant material on the library shelves; no clear-cut program for enriching the library in terms of the needs of both superior and inferior readers; failure of elementary-school libraries to provide adequately for the reading needs of primary-grade pupils; and inadequate space in high-school libraries to meet the varied demands that libraries should serve. These and other problems are considered at length in the report of the Language Arts Committee in Volume II. The various proposals made merit immediate and serious consideration. The enlargement and enrichment of library facili-

[illegible] problems faced by the schools of Winnipeg.

e. The program of testing and evaluation in the language arts is still in a formative stage. It should be extended to include all school grades and all aspects of the language arts. Furthermore, a program of testing and evaluation by teachers should be developed as aids in identifying the attainments and needs of pupils at the beginning of the school year, in grouping pupils in harmony with their needs, in determining the progress of pupils from time to time, and in judging the value and appropriateness of the instruction given. As will be emphasized later, a central agency should be established to define procedures, to acquaint teachers with appropriate aids and techniques, and to provide needed guidance in acquiring competence in this area.

f. The report of the Language Arts Committee directs attention also to numerous problems faced in improving instruction in each major aspect of this field. It will be impossible to repeat them all here. That report should be read in detail. The examples that follow suggest the variety and scope of the problems identified and the nature of the constructive suggestions made.

(1) Oral expression.—In the judgment of the Language Arts Committee there is urgent need of vigorous effort at all levels and in all curriculum areas to improve competence in oral expression. Of primary importance is a carefully prepared program adjusted to the needs of the diverse cultural backgrounds of the pupils with clearly defined goals at various levels of advancement. Excellent work is now being done in many classrooms. Until the problems involved in promoting growth in oral expression are better understood by the staff as a whole and helpful guides are provided, radical improvement cannot be expected. The splendid work begun by the subcommittee on oral expression and speech should be continued until a detailed and effective program in this area has been developed. The implementation of the program should be under the direction of supervisors and principals. The speech therapist, however, should make available a wealth of concrete, practical suggestions for overcoming many types of speech difficulties which can be corrected to advantage in classroom activities. Furthermore, content teachers in high schools should accept far more widely than at present the responsibility for maintaining and further improving habits of oral expression in all activities.

(2) Written expression.—The Language Arts Committee rightly recommends that standards for the improvement of written expression be materially raised throughout the school system. To this end, enriched guides and more clearly defined goals at successive levels of advancement are needed. The basic instruction given should be more highly motivated and more closely related to real life situations and to the problems discussed in the various curriculum fields. As in the case of oral expression, continued guidance should be provided by teachers in all content areas. To this end, the English Department in each school should assume responsibility for providing guides concerning forms and standards for the use of teachers in other curriculum fields. These guides should be developed, however, as a result of conferences with content teachers and should illuminate the problems faced in efforts to maintain and further improve the quality of the written expression of pupils.

Because of the relatively low or questionable standards attained in handwriting and spelling, immediate and vigorous effort should be made to secure improvement in them throughout the grades and high school. The need for

greater uniformity in letter formation in the lower grades and of persistent attention to the improvement of handwriting in the upper grades and high school is urgently recommended. Improved basic spelling lists should be provided at all grade levels, supplemented by constant emphasis upon additional words of high functional value in the daily activities of the pupils.

(3) Reading.—The Language Arts Committee rightly stressed the needs for a clearer understanding among all teachers of the nature and scope of a sound developmental reading program, the role of basic instruction in reading both in elementary and high schools, and the importance of continued guidance in reading in all content areas. As a means of appraising the attainments and needs of pupils, a program of testing and evaluation is recommended. Specific proposals in this connection were made earlier in this chapter. The purpose of the guidance provided by the adjustment teachers and others should be to help teachers acquire skill as early as possible in giving tests and in interpreting the scores independently in terms of the types of instruction needed by their pupils in reading. Space will not permit emphasis here on the many other valuable proposals made by the committee. They include specific suggestions for improving and vitalizing the reading program at all levels throughout the elementary and high school.

Observations and conferences with teachers revealed the fact that only limited use is being made of the manuals that accompany the basic readers used in the lower grades. It is recommended that during the coming year a series of conferences be held by supervisors or principals, or both, in which problems relating to methods of teaching reading are considered at different grade levels. Use should be made both of suggestions in the manuals of the books used and of proposals arising from the classroom experiences of the teachers. It is recommended also that wider use be made of workbooks in promoting growth in specific aspects of reading and in diagnosing the weaknesses of individual pupils. To achieve satisfactory results, the pupils' use of and responses to the workbook exercises should be supervised as carefully as their use of and responses to the selections in the readers. Finally, the value of using the tests that measure the achievement of pupils at the end of each book of the basic series should be carefully considered. Their use should be integrated into the total program of testing in the language arts.

(4) Literature.—The Language Arts Committee rightly emphasizes the need of a more appropriate classroom atmosphere for the hearty enjoyment of literature, of wiser selection of literary materials appropriate to the experiences and levels of maturity of the children taught, and of provision of more supplementary aids to enrich the meaning, interpretation, and appreciation of what is read. Of special importance is the suggestion that a modified program of literature be developed for the vast majority of the senior high school pupils who do not plan to go to college. The chief purpose of such programs should be to promote wide acquaintance with literature adapted to the interest and abilities of pupils whose formal education will terminate shortly.

g. In efforts to secure an improved language-arts program in Winnipeg, the staff must play a very significant role. This suggestion is in harmony with good practice in other forward-looking school systems. The genuine contribution of the Language Arts Committee during the course of the survey

demonstrates beyond question the possibilities of notable progress through carefully planned staff co-operation. The illustration that follows gives striking support to this proposal.

As a part of the study by the subcommittee on oral expression in the primary grades, various questions were asked concerning the problems and procedures of the teachers in improving the oral expression of pupils both during the language-arts period and in other curriculum fields. The replies from the teachers indicated that there were many teachers in the primary grades who were very competent in stimulating and promoting growth in oral expression. They showed also that many teachers were in urgent need of specific guidance and help. In response to the requests of many teachers, the constructive suggestions received by the subcommittee were summarized and submitted to the teachers under suggestive headings. The appreciative responses from the teachers showed clearly that this step was both popular and helpful.

The possibility of improving instruction in the schools of Winnipeg through the co-operative effort of teachers at different grade levels is almost unlimited. Steering committees should be organized which include teachers who have demonstrated real ability in the areas under study and who have real contributions to make. Such committees should be provided with time and facilities for surveying given problems, assembling constructive suggestions, and discussing their pertinence to specific situations. At times it may be desirable to release a portion of a committee from all other responsibilities for a period of time in order to provide the kind of help and the amount of leadership necessary.

h. Paralleling any constructive effort on the part of teachers in the field of the language arts is the need of a carefully planned program of in-service stimulation, guidance, and study. This need has been emphasized repeatedly throughout the reports of the various subcommittees. Experience shows clearly that such stimulation and guidance proves most valuable when it relates to specific projects on which teachers are working intensively. In other words, in-service training should be intimately associated with co-operative study by teachers of the challinging problems which they face.

As a preliminary step a deliberate study should be made of available leadership already on the staff in specific fields. In areas where it is lacking, individuals should be selected who have promising possibilities and should be encouraged to prepare during the summer months for providing guidance in both the co-operative attack on problems and in related in-service study and training. It is recommended that effort be concentrated on one phase of the language-arts program at a time. Studies of handwriting, spelling, oral expression and speech, and written expression should be made first. Ultimately, co-operative study and in-service training should be extended to all areas of the language arts. The proposals made by the Language Arts Committee concerning the specific problems that should be emphasized in each area merit careful consideration. In the section that follows additional constructive suggestions will be presented.

Guides to the Improvement of the Language-Arts Program

In efforts to improve the language arts program of Winnipeg, teachers and school officers should be guided by a body of sound principles. Those relating to the curriculum as a whole have been stated in Chapter VIII, The Curriculum, Learning Experiences, and Evaluation; Chapter IX, Elementary Education; and Chapter XI, Secondary Education. These three chapters should be read carefully as background for the discussion that follows. As further guides in efforts to improve the language-arts program the following principles are presented.

1. The levels of competence needed today in the various language arts should be defined clearly in the light of current needs. The fact is emphasized in the program of studies that pupils should acquire such basic understandings, attitudes, and skills in reading, listening, and oral and written expression "as are necessary to carry on successfully the various activities in which they engage." The results of the survey tests show that the boys and girls of Winnipeg rank about average in achievement in the language arts as a whole and fall distinctly below grade norms in many of them. The attainment of existing norms is not sufficient today. During recent years the need for greater competence in all forms of communication has increased steadily. This is true not only in meeting the demands of good citizenship but also in qualifying for positions of various types. Through vigorous attacks on the problem, one school system after another has demonstrated that the general level of competence in the language arts can be materially increased.

As an essential step toward this goal, the types of competencies in the various language arts required today on the part of an efficient citizen in Canada should be redefined in the light of current social needs. Whereas the program of studies is helpful in this connection it does not carry the analysis far enough to define clearly the levels of competence essential on the part of young people and adults in Winnipeg today. Furthermore, the analysis is very brief, or entirely lacking in some aspects of the language arts, such as listening and oral expression. It is recommended, therefore, that the staff of Winnipeg attempt in the immediate future through appropriate committees to define clearly the levels of competence in the various language arts which the school system as a whole should seek to attain. This involves a thorough analysis of the understandings, attitudes, and skills needed in each of the language arts in meeting current needs.

2. The types of instruction appropriate at given levels of advancement should be defined in terms of the interests and developmental needs of pupils. This statement implies that the focus of attention in teaching should be on those understandings, attitudes, and skills which serve the immediate needs of boys and girls at each level of advancement and provide for sequential growth. It implies also that development in the language arts is a continuous process broadening at each level of advancement in harmony with the increasing demands made on youth to listen, read, speak, and write effectively. This fact is widely recognized today even at the college level where instruction is often provided in advanced aspects of all the language arts. In the case of youth who leave school at the end of the high-school period, or before, schools face the responsibility of providing a well-rounded program to meet both their immediate needs and the anticipated needs of adult life.

The foregoing point of view is accepted in principle by a vast majority of the teachers and principals of Winnipeg. There is a tendency, however, in high schools to expect higher levels of competence in the language arts than the previous needs and training of the pupils justify. The view was expressed in the questionnaire returns that time should not be reserved in high schools for attention to reading problems. The reason offered was that it is the responsibility of the elementary schools to promote sufficient competence in reading to enable high-school pupils to read and study effectively. Some went so far as to advocate that pupils should not be admitted to senior high schools if further guidance in reading was necessary. Such judgments fail to recognize that no small part of the reading ability needed by senior high school pupils comes as a result of individual effort and teacher guidance in meeting the increasing demands made upon them at this level.

Classroom observations and conferences with teachers also supplied striking evidence of the need for more detailed information concerning the nature and extent of the development in each of the language arts that may normally be expected at different grade levels. This need is best supplied at present in the case of reading as discussed in the program of studies. The discussions of some of the other language arts are too general, in the judgments of teachers, to supply the help needed in planning valid instructional programs. They pointed out repeatedly the need for more detailed information concerning the understandings, attitudes, and skills that merit emphasis at specific grade levels and the normal trend in their development.

As a first step in attacking this problem the Language Arts Committee enlisted the co-operation of the subcommittees for the primary grades, middle grades, junior high schools, and senior high schools. Each subcommittee made an intensive study of the chief characteristics and developmental needs of pupils at their respective grade levels. Time did not permit a thorough study of all the facts needed. On the basis of the information secured, however, significant aims for teaching various aspects of the language arts were proposed. As an example, outlines pertaining to two of the twelve aims of teaching reading in senior high schools follow:

1. To increase competence in securing the broader meaning inherent in what is read by:
   a. Helping pupils recognize the nature of the book, the author's purpose and intent, and the earmarks of different kinds of reading material.
   b. Training pupils to read for different kinds of understandings and values appropriate to the types of material read.
   c. Aiding pupils to grasp clearly the relationships of ideas in books of different kinds.
   d. Assisting pupils to secure meanings implied but not stated.

2. To promote growth in ability to react critically to what is read by:

a. Aiding pupils to develop standards on which valid judgments can be based.
b. Encouraging pupils to withhold judgments until they understand clearly what they read.
c. Aiding pupils in critical reactions to materials that seek to persuade.
d. Assisting pupils in discovering the problems involved in reacting critically to different types of nonfiction material.

It is recommended that the preliminary findings of the subcommittees be adopted as a point of departure in a more extended study of the goals to be attained in the various language arts at different levels of advancement. On the basis of the conclusions reached the nature and scope of the current program in each field can be intelligently modified and greatly enriched.

3. Any proposed program in the language arts must be adapted at each level to the attainments and needs of the specific groups taught. As pointed out earlier, the results of the tests given in Winnipeg supply striking evidence of wide variations in the attainments and needs of pupils at the different grade levels. Whereas these differences are due in part to variations in the effectiveness of previous training, they are due largely to differences in the mental ability, cultural background, interests, and drives of the pupils. Furthermore, classroom experiments supply convincing evidence that the progress of pupils is most rapid when instruction is adapted to their specific needs. These adjustments, however, increase rather than decrease differences in the instructional needs of pupils. It follows that there is no escape from the challenging problems that schools face because children differ widely in many significant respects one from another.

The schools of Canada and the United States are in a period of transition with respect to provision for individual needs. They are rapidly discarding programs that impose uniform requirements and standards of attainment on all pupils and are adopting instead patterns of instruction which give due recognition to differences in capacity, attainments, and needs. To provide the types of teaching best adapted to the varying needs of the pupils in a classroom is one of the most challenging problems that schools face today. A large majority of the teachers of Winnipeg are keenly aware of the importance of these problems and are eagerly seeking for help in solving them. In providing such help, at least two preliminary steps are essential.

a. Obviously, teachers cannot adjust instruction to individual needs without accurate information concerning the attainments and needs of their pupils. As indicated earlier, no well-conceived program for studying the progress and needs of pupils at the beginning of the school year has been developed in Winnipeg. It is recommended, therefore, that a central committee be appointed for the purpose of preparing suggestions in this connection for the guidance of teachers. Its report should include lists of pertinent standard tests in various aspects of the language arts, descriptions of types of informal tests that teachers can prepare for classroom use, and directions for identifying and recording evidence of strength and weakness in the attainments of pupils, as exhibited in regular classroom activities. It should be

the responsibility of principals and supervisors to aid teachers in interpreting the directions provided and in rendering assistance in giving and scoring the tests used. Adjustment teachers in many schools can also render valuable assistance to teachers in securing a clear understanding of the progress attained by pupils and their needs in various phases of the language arts.

b. The next step is to organize learning activities that will provide for the needs identified through the methods just described. As revealed through classroom observations and conferences with teachers, there is widespread need of guidance in adapting instruction to the varying needs of pupils. It is recommended, therefore, that a committee of teachers at each of four levels be selected to prepare suggestions concerning ways and means of providing for group and individual needs. Since many excellent practices are already illustrated in various schools of the city, a careful survey should be made by the committee of promising innovations in providing for pupils who represent different levels of progress, who learn at different rates, and who need varying types of guidance in achieving common goals. The findings of the committee should be organized under headings that will enable teachers to use them promptly. Furthermore, bulletins should be collected bearing upon the problem, such as Providing for Individual Differences in Reading by Guy C. Bond and Bertha Handlan, University of Minnesota Press, 1948. A list of articles and references to chapters in available professional books should also be prepared. With this material at hand, conferences should be arranged in each building for the purpose of broadening and clarifying the thinking of teachers concerning the best procedures to adopt. Not infrequently teachers will need individual help from principals or supervisors in deciding upon the kinds of adjustments most needed.

4. Varied patterns of grouping are essential in order to adapt instruction effectively to the current needs of pupils and to insure progress in harmony with their potential abilities. Experience shows that there is no one best method of grouping pupils for instruction in the language arts. Since pupils differ from each other in various respects, the plans selected must be adapted to the situations to be met. A few examples are included to make this point clear.

a. Some pupils are not ready for given types of instruction as soon as their classmates. In practically every school in the city, a smaller or larger number of pupils are not ready for instruction in reading when they enter the first grade. To provide for their needs, training and experience that prepare for reading should be given for several weeks, as much as a half-year or more in some cases, while the remainder of the pupils are given early instruction in reading. Similarly, the time at which spelling, handwriting, and other phases of the language arts are introduced should be postponed until pupils are sufficiently advanced to profit from instruction. The report of the Language Arts Committee shows clearly that the concept of readiness needs clarification for some teachers and that they need help in identifying pupils who are not yet prepared for systematic instruction in reading. The need is equally urgent for detailed suggestions concerning the character of the pre-reading program for pupils in the first grade who are not yet ready to learn to read.

b. Pupils differ in the extent of their progress in specific areas. Various plans have been adopted to meet this situation. In the primary grades, pupils are usually classified into relatively homogeneous groups in reading for purposes of basic instruction in that field. This plan is pursued until the end of the primary grades when most pupils have formed the basic attitudes and skills involved in both oral and silent reading. Experience shows that up to this point in reading achievement pupils can advance at their respective levels of ability to advantage. Above the primary grades those who are retarded in reading should be classified into groups according to their levels of progress and given the types of guidance most needed. All other pupils should work together as a unit with differentiated, as well as common, assignments to provide for varying levels of mental ability and progress in reading. In providing for superior readers, major emphasis should be placed on breadth and depth of interpretation rather than on further mastery of the mechanics of reading.

In the case of handwriting, oral expression, and written expression, it is usually not necessary to group younger pupils. For example, teachers can give individual help as all members of a class are striving to improve in handwriting at their respective levels of advancement. Similarly, individual help can be given in oral expression as a group of pupils discuss a theme of common interest and in written expression as all prepare an invitation to their parents or an account of some personal experience which each wishes to share with his classmates. In order to provide additional help often needed by individuals, either the co-operation of the adjustment teacher should be secured or the regular teacher should devote an entire language-arts period to helping a limited number of pupils overcome specific difficulties. At the high-school level some pupils often become so retarded in various aspects of the language arts that their needs can be met best by classifying them into more or less homogeneous groups on the basis of attainments. This suggestion should receive immediate consideration in all high schools.

c. Pupils differ in the amount of time needed to achieve common learnings. In mastering certain aspects of the language arts, such as a basic spelling list, some pupils require a relatively small amount of time and others a great deal. Provision should be made to excuse the former from the detailed guidance needed by the latter, thus enabling them to use their time more profitably.

d. In the more advanced grades, the training given in the language arts should be differentiated according to the future plans and needs of pupils. Reference was made earlier to the fact that the needs of those who plan to discontinue their schooling at or near the end of the high-school period are significantly different from those who plan to go to college.

5. Within each group taught, many differences exist which call for continuous adjustments in the amount of responsibility imposed, the kinds of materials assigned to achieve common goals, and the types of guidance provided. Teachers can meet this obligation successfully only through constant study of the difficulties encountered by pupils, their probable causes, and the nature of the help needed.

The foregoing discussions do not cover all the situations that call for adjustments in class organization and types of guidance. If they emphasize the fact that numerous adjustments are needed in classrooms in meeting different conditions and needs, they have served their purpose. The additional fact merits emphasis that the procedures adopted in any classroom should be very flexible and should vary from hour to hour as the reading situation changes.

6. A generous block of time should be reserved for the language arts in the daily time schedule in both elementary schools and high schools. This statement implies that growth in the language arts cannot be left to chance. The provincial bulletins recognize this fact and recommend that a fairly generous amount of time be reserved daily for this area of the curriculum. Unfortunately, however, the school time devoted to the language arts in some classrooms is far less than the amount recommended. In other cases, announced schedules are not adhered to and many interruptions occur which make it impossible to achieve the aims sought. Furthermore, the amount of time given to specific phases of the language arts differ, very widely. For example, many junior high school teachers reported that they gave much time to reading and written expression, and little or no time to handwriting, spelling, oral expression, and listening. In view of the relatively poor showing of the pupils on the tests in some of these areas such omissions cannot be defended. Variations in practice are so wide that the total amount of time given to the language arts as a whole, and the relative amount of time given to each, merit careful study. Standards should be set up which will aid teachers in reviewing their practices critically. To this end the following suggestions are made.

a. The time reserved for the language arts throughout the school system should be divided about equally between reading and literature on the one hand, and listening and oral and written expression, on the other.

b. In the primary grades, basic instruction in reading should occur daily, supplemented usually in the afternoon by reading specifically for enjoyment and appreciation. In addition, a generous amount of time should be reserved daily for the other language arts—listening, oral expression, written expression, spelling, handwriting. It is unwise, as a rule, to specify the exact amount of time that should be devoted to each. Under the guidance of supervisors, primary teachers should be aided in distributing the time in such a way as to secure balanced growth in all areas of the language arts. Successful teachers often use all the time available in a given day for training in oral expression and listening and all of the period the next day for written work. On still another day much time might be devoted to needed help in handwriting or spelling. Indeed, it is often desirable to provide sequential training for several days on any one of the language arts. The teachers of Winnipeg rightly complained that it is impossible to achieve real progress in the very short periods of time now reserved for a given language art. The foregoing proposal makes it possible for teachers to plan their daily programs in the language arts to secure effective results. It imposes on them the responsibility of distributing the emphasis over a period of time so as to secure needed growth in all areas.

c. In the middle grades, basic instruction in reading or guided reading and interpretation of literature, or both, should occur daily during one period and training in the other language arts should be provided daily in another. Again the total time for each of these periods should be distributed in terms of the relative needs of the pupils in different classrooms.

d. At the junior and senior high school level, all instruction in the language arts and literature should be organized within an extended language-arts period. This harmonizes with the judgment of the vast majority of the teachers who responded to the questionnaire sent out by the subcommittees concerned with junior and senior high school programs. The arguments advanced in favor of this plan were that it provides a longer continuous period daily in which to achieve given objectives, it provides greater flexibility in the organization of instructional activities, and it makes possible closer correlation of instruction in the various language arts. It also imposes on each teacher greater responsibility for securing balanced growth on the part of pupils in all phases of English.

e. The practice of releasing those who take one or more foreign languages from a part of the English requirement was criticized in committee meetings during the course of the survey. It is recommended that this practice be discontinued and that high-school pupils do all the work in English until it has been ascertained through tests and other devices that they have acquired the understandings, appreciations, interests, and skills normally expected in this field.

7. The understandings, attitudes, and skills developed during language-arts periods should be maintained and further developed through guidance in all areas of the curriculum. The validity of this proposal lies in the fact first, that the language arts are functional aspects of every activity of the school day and, second, that continued guidance in them is essential if superior results are secured. As pointed out earlier this point of view is vigorously supported in the program of studies.

The evidence secured by the Language Arts Committee indicates that most teachers recognize the vital significance of the language arts in all learning situations. However, the teachers of content subjects have not generally accepted responsibility for maintaining and further developing them in the learning activities which they direct. At the junior and senior high school levels, many content teachers take definite opposition to this viewpoint and vigorously disclaim any responsibility for guidance in these areas. They thus fail to recognize that among the most valuable products of instruction in a given field is capacity to understand and interpret its literature and to express clearly and accurately the ideas acquired, either orally or in writing. These ends can be achieved effectively, as the provincial bulletins point out, only as pupils strive with needed guidance from teachers to improve in ability to listen, read, speak, and write in all content areas.

It is recommended that the responsibilities of content teachers in maintaining and improving competence in the language arts be made the basis of intensive study by all staff members. It is essential that all teachers understand the philosophy and objectives of the language-arts program as a

whole and how it is integrated with the general educational viewpoint of the school system as a whole. They should also understand the extent and scope of the basic instruction provided in the language arts, the teaching techniques used, and the specific habits and forms of expression taught. The progress of pupils in the language arts is actually retarded when content teachers accept materials in any form in which pupils prepare their materials. Furthermore, confusion arises when English and content teachers impose different requirements. In view of these facts, steps should be taken soon to bring about a closer co-ordination between basic instruction in the language arts and the effort made in content fields to maintain and further develop essential understandings, attitudes, and skills.



CHAPTER XI

SECONDARY EDUCATION

Introduction

This section of the survey report deals with the general program and operation of the junior and senior high schools of Winnipeg with these notable exceptions: basic curriculum philosophy and objectives, finances, guidance, buildings, administrative organization, and reading and the language arts.

The directed self-study survey technique has proven most worth-while in the phases of operation covered in this section. In every instance the committees of staff members have made sincere, thorough, and intelligent investigation following the lines suggested at the beginning of the survey. The members of the various committees are completely listed in the report of the General Committee on Secondary Education which appears in Volume II.

Self-prepared digests of the various complete subcommittee reports are appended. This section consists of running comment on the phases of secondary-school operation in Winnipeg as represented by these various subcommittees. In most instances, the survey staff presents endorsement, amplification, or amendment of the various recommendations submitted. Because of space limitations, full evidence in support of all recommendations cannot be found in this chapter. Such substantiation will be found by reference to the appended committee reports.

Reports of the General and Basic Committees on Secondary Education

As represented by these reports, there is considerable evidence of allegiance by the staff to modern aims of secondary education. The deliberations and recommendations recognize the objectives of secondary education in a mass democracy.

Holding power of the secondary schools.—An analysis of the enrolment data affords significant comment regarding the degree of popularization and holding power together with implications for future enrolments. Comparing data from Winnipeg with figures from cities in the United States cannot yield exactly definite conclusions since the typical high-school student's program in Winnipeg terminates with Grade XI. However, it is possible to point out some broad implications.

A cursory inspection indicates that the proportion of boys and girls in sixth grade in Winnipeg approximates that of other cities in Canada and the United States where education has been popularized in terms of enrolments. For the purposes of this analysis, then, we will assume the figure 100 as representing the enrolment in Grade VI for the systems compared. The enrolment figures used in the following table are for the appropriate years. In column A, for example, the proportion of the Winnipeg Grade XI enrolment for the class graduating in June, 1947, to the base figure of 100 is found by comparing its enrolment to that for Grade VI during the school year ending June, 1942. This technique is not so exacting as that by which an individual group in the sixth grade would be traced through successive years but suits our present purposes fairly well. In this table, the Winnipeg enrolment data for the class of 1947 are compared with the classes of 1947 in a group of five urban communities in the United States of comparable size to Winnipeg, in Indiana and in Ohio, and with the class of 1940 in the United States as a whole.

TABLE 13

Retention of Students in Secondary Grades Assuming Grade VI Enrolment to be 100

Grade	A Winnipeg (Class of 1947)	B Selected U. S. Urban (Class of 1947)	C Indiana (Class of 1947)	D Ohio (Class of 1947)	E U. S. (Class of 1940)
VI	100.0	100.0	100.0	100.0	100.0
X	79.5	83.6	87.3	81.7	71.3
XI	56.7*	72.3	68.3	70.2	65.4
XII	-	66.4	60.8	64.3	55.9

*Finishing year; 63.1 at beginning of year.

It is apparent that there is a significant drop-out in Winnipeg between Grades X and XI. This is made clear by processing the enrolment figures for the Grade XI classes of 1944, 1945, and 1946 as those classes moved up grade-by-grade, this time using the base figure of 100 to represent their enrolments in Grade VII, the beginning of the secondary-school period. These data are shown in Table 14.

The effect of the war can be seen in these figures, particularly with respect to the enrolments in Grades IX and X and the gain of better than 13 per cent in Grade XI enrolment. But it is still clear that the major drop-out problem is that between Grades X and XI. This is more than would be expected from the operation of economic factors. Apparently, attention should be given to the operation of other factors such as curriculum, guidance

programs, examinations, provisions for individual differences, and other features which are discussed later in this section. It seems that the concept of mass education in Winnipeg weakens to some extent after Grade X. The secondary-education program is now somewhat foreshortened anyway with its termination at Grade XI. Adding to this the heavy drop-out after Grade X and the discontinuity of the curriculum in Grades X and XI, the necessity for democratization of operation in Grades XI and XII is apparent.

TABLE 14

Retention After Grade VII for the Winnipeg Classes of 1944, 1945, and 1946

Grade	Class of 1944	Loss	Class of 1945	Loss	Class of 1946	Loss
VII	100.0	-	100.0	-	100.0	-
VIII	90.0	9.9	83.0	17.0	88.6	11.4
IX	78.4	11.7	76.0	7.0	86.1	2.5
X	67.5	10.9	69.3	6.7	82.6	3.5
XI	52.5	15.3	54.1	15.2	65.6	17.0

If the Winnipeg secondary schools continue in the path indicated by the thinking of their staffs and dictated by the demands of present-day society, their enrolments will increase. Assuming that the goal is the same holding power as that of certain comparable urban communities where the high school has been fairly well democratized and that the recommended addition of Grade XII is accomplished, Grades X, XI, and XII can expect to enrol close to 7,000 students within a relatively few years. This carries undoubted implications for the provision of teachers, buildings, organization of the extracurriculum, etc.

Basic curriculum problem.—The investigations lead to a conclusion that the Winnipeg secondary schools are operating under more than minimum or prudential direction from forces outside the Winnipeg Board of Education and its staff. The University of Manitoba's matriculation requirements and the curriculum prescriptions of the Province of Manitoba are important in this situation. As a matter of fact, these agencies do not wish to direct the program of the Winnipeg secondary schools away from meeting the needs of all Winnipeg youth. For example, the Provincial Ministry of Education feels that its minimum control is less than that generally understood among the staff of the schools. But, granted that some experimentation may be done with permission as at St. John's Technical High School, it is still true that the Winnipeg schools ought to be free to adapt to local conditions, to experiment, to study, and to advance as the people and school board of Winnipeg may desire. In essence, the schools belong to the citizens of the community. Perhaps it is appropriate here to quote from a recent publication of the British Ministry of Education.

> Neither the subjects of the curriculum, nor the time spent on each, nor the way they are to be taught is laid down by the Ministry of Education. Education in this country is a partnership between the Ministry, the local education authorities, the managers and governors of schools, and the teachers. The headmaster or headmistress of the local authority is responsible for framing the curriculum and drawing up the syllabus of his or her own school. He may get advice and guidance possibly criticism—from His Majesty's Inspectors, but never direction. What follows in this section is therefore in the main descriptive. It is based on the practice of good existing schools, but it does not aim at giving directions to heads in a matter that lies within their direction.[1]

Entrance into the University of Manitoba requires foreign language, history, English, mathematics, and science in both senior high school years (science only one year if a third language, home economics, or music is selected). This course as provided in the high school is known as the Matriculation Course. Social pressure, prestige, unwillingness of parents to take a chance on their child not having an opportunity to attend the University, and other factors combine to enrol 68 per cent of all senior high school students in the Matriculation Course. As a matter of solid record, only 18.5 per cent of the students entering Grade X go on to the University. Quite properly, the General Committee of the secondary-education study termed, as the number one problem of Winnipeg's high schools, this: that such a large proportion of the student body is enrolled in a curriculum, the purpose of which will never be achieved by most of them.

Elsewhere in the survey report, more detailed attention is given to the whole problem of curriculum. It is proper to point out here the errors in the situation described above. There is wasted educational effort in having one-half of the student body take a rigorous university entrance course and then never use it. There is the loss of these students not receiving work which would have better fitted them for effective functioning in Canadian society. It forces the whole secondary school to reorient its program away from the objectives or secondary education per se to college entrance preparation, a preparation which in itself is coming under increasing attack as evidence proves that a rigidly prescribed program is not the one which guarantees or predisposes success in college work.

Freedom from these strictures would enable a highly competent, courageous, and devoted staff of the Winnipeg secondary schools to construct a program better adapted to the needs of secondary education in Winnipeg.

1. Confidence can be felt in the ability of the professional staff to maintain a suitable program of secondary education in Winnipeg. This staff should feel free and competent to exercise the major responsibility for the secondary-school program subject to proper control of general policy by the school board.

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[1] The New Secondary Education, p. 34. Pamphlet No. 9, British Ministry of Education, 1947.

2. The superintendent's staff should reach an understanding with the Provincial Ministry of Education defining the extent of initiative permitted to the Winnipeg secondary schools so that the professional staff may know the scope within which they may create and develop a program of secondary education.

3. Since near-universal education at the secondary-school level is becoming a fact in Winnipeg, steps should be taken to make the University Matriculation Course more realistic both in terms of the proportion of students taking it and of the actual makeup of the course. Such steps ought to include (a) establishment of a core of required subjects or common learnings for all students with allowance for appropriate differentiation based on abilities or needs in those subjects, and (b) ample opportunity to the student for choice, under advisement by an adequate guidance organization, of work in vocational courses, special fields preparing for advanced work in science, mathematics, foreign language, etc., or in fields of special talent such as music or art.

Implications of the pupil load.—A question ought to be raised concerning the present time-table of the typical student. The major characteristics of this time-table derive from the compression of a fairly large number of requirements into the relatively short time of two high-school grades. The average student meets in excess of six classes per day and from eight to ten different subjects per week. It was found that a significant number of students averaged two to three hours homework per weekday night. The class periods average under forty minutes in length. It should be pointed out that this situation is not good from the standpoint of the psychology of learning nor does it allow the student to come to know the teacher as well as he ought. Fewer and longer periods would improve the learning situation.

There is a handicap to the teacher, too, in this arrangement. Preparations become too varied and numerous, making it difficult to plan careful teaching techniques with a variety of devices. Unless the teacher is cautious, this situation encourages less desirable teaching techniques, e.g., over-reliance on workbooks, lecture or routine question-and-answer procedures.

The modern high school has enough difficulty in preventing the dissipation of knowledges, skills, and understandings into fragmentary sections without having to contend with a mechanical time-table encouraging this. Longer and fewer periods would make possible more attention to major understandings, assistance to pupil's thought, individual attention to the pupil by the teacher, and more varied teaching techniques.

The added Grade XII.—Growing out of the situation described above, there can be hearty endorsement of the recommendation that high-school graduation be postponed until the end of Grade XII with the present Grade XII work which is equivalent to first-year university becoming Grade XIII. Extended spacing of these requirements would make for better teaching, reduced pupil-load, and reduced failures and drop-outs. In addition, the proposal will make possible a significant enrichment of the curriculum. New features of the enlarged curriculum could include: expanded time to social studies or related materials such as personal living, family-life education, etc.; English; extra-curriculum activities; more work in guidance; art; music; and others which the various subcommittees have recommended. In addition, the existing courses

may be taught in periods somewhat longer than at present, thus insuring better pupil understanding and achievement.

The present requirements, together with most of the additional enrichments recommended by the subcommittees, can be met exactly in a three-year program of days of six periods approximately one-hour long. The following table, which can be adapted to meet the major principles and objectives stipulated by the General Curriculum Committee, gives a tentative approximation of how this could be accomplished.

TABLE 15

Tentative Curriculum Organization Based on a Six-Period Day and Covering Three Years

Period	Grade X	Grade XI	Grade XII
1	English[e]	English	English
2	British History [a]	Canadian History (and government?)	Senior Social Studies[b]
3	Biology	Physical Science	Option[d]
4	Option[d]	Option[d]	Option[d]
5	Option[d]	Option[d]	Option[d]
6	Physical Education and Art or Music, Etc.	Physical Education and Art or Music Etc.	Physical Education and Art or Music Etc.

Notes:
a - Possibly world history worked in also.
b - An integrated attack on a number of significant areas and drawing from economics, government, sociology, personal or consumer economics, family life, personal living, etc.
c - Not compulsory if Physics or Chemistry is taken.
d - Special Interests, as music, journalism, band, speech, home economics, language, etc., or vocational preparation, as shop or commercial, or other courses as foreign language, science, or mathematics chosen for university matriculation, try-out, intellectual interest, or preparation for advanced work later on, or Study if needed.
e - English and social studies periods to constitute the common core, suitable for more advanced curriculum reorganization later on.

Such a program, needless to say, requires adaptation of teaching techniques to a longer class period in order to use the longer blocks of time with best advantage.

4. The addition of a full Grade XII to the high-school program with the work of Grade XIII applying towards the University program is most desirable. The added high-school time then available in Grade XII should not be used to increase the present handicapping limitations upon students, teachers, and objectives but, rather, should be used to afford additional time to subjects now too compressed and to objectives which would well receive more attention than at present.

5. It is recommended that attention be given to the educational possibilities of a schedule using longer and fewer class periods in the school day.

Character of examinations used.—The committees have raised a question (as the survey would if they had not done so) concerning the effect of the various examinations used. The words of the General Committee are quoted here:

> Closer inquiry into the study of testing devices reveals that there is insufficient correlation between the objectives set up for secondary education and the examinations which determine the fate of the student. Nor is the situation improved by the lack of uniformity in the marking of Departmental Examinations.
>
> There is a growing demand for a different type of matriculation examination, one that would have no reference to specific subject requirements. It would be set by the University with a view to discovering whether the candidate would be likely to profit from university training. Preliminary discussions at the highest level (e.g., Sup't. of Schools) are recommended by the Committee.

As has been previously pointed out, the character of matriculation requirements and of external examinations can have an effect upon the curriculum and method of teaching totally contradictory to whatever philosophy the local system may have tried to construct. Within the individual classes, the teacher may proclaim a certain approach to the subject but the students will inevitably come to study the subject with reference to whatever character the term examinations, even those constructed by the class teacher, assume.

The character of the matriculation examination is, of course, the province of the University. It is proper and professional for the Winnipeg schools to represent to the University the effect of the type of examination used. The objectives of the secondary school are certain knowledges, skills, abilities, understandings, and appreciations. It is to be hoped that the subject-matter organization constructed will contribute to those objectives, but a purely subject-matter examination will not give a valid, comprehensive measure of the all-round product developed by the secondary school. A final comprehensive evaluation, or, for that matter, a yearly comprehensive evaluation, should attempt to measure power and development rather than specific

and unrelated knowledges. It is also pertinent to point out that numerous and careful investigations show no reliable correlation between a specific subject-matter pattern taken in high school and prediction of success in college. On the other hand, there is clear evidence that measurements of the power of the student do afford significantly reliable prediction of general college success. A pattern of evaluation that seems to be highly significant (others may be constructed as a result of current investigations) involves these factors: a test of general scholastic aptitude such as the A. C. E. Psychological Test for College Freshmen; measurement of the student's power in English (power means particularly reading and writing ability); and the student's success with his high-school program, with no particular reference to specific subjects save to see that a significant portion of it made a reasonable pattern.

6. It is recommended that the superintendent's staff set up discussions with the proper persons for the purpose of developing a type of University Entrance Examination which will test the attainment by the student of certain desirable powers and abilities rather than memory or specialized subject-matter knowledge.

7. It is recommended that the testing program be brought into line with the stated objectives of the high school.

Are standards of achievement to be lowered?—Up to this point there have been suggestions entailing abatement of certain specific subject-matter requirements, extending the time in which the program is to be covered, changing the character of examinations, lightening the student load, increasing the proportion of young people enrolled in the secondary schools, and lessening the proportion of students in the Matriculation Course. Later on, other suggestions will involve a change in some teaching techniques, curricularization of certain extracurriculum activities, the addition of some content dealing with actual life situations, and others. It is to be expected that there will be those who see in all this a lowering of standards and who fear that twenty years from now, if some of these suggestions come to pass, the graduates of Winnipeg high schools will be of inferior quality compared to those of the present.

Such fears can be put to rest. On the basis of experience elsewhere it will be safe to say that, if pertinent provincial examinations for 1948 could be put under lock and key until 1968 and then administered to the students of that year, those students will achieve higher median scores than the students of 1948. Similarly, it is probably true that the 1948 students in Winnipeg know more and have higher levels of abilities than did the students of 1928. Of course, the rapid expansion of knowledge has some small influence on that feature since, for example, the merest college freshman in a physics class today would have been entitled to almost an automatic Ph.D. in science twenty years ago on the basis of his knowledge of atomic energy. Where school systems have moved in the directions indicated by the staff of the Winnipeg high schools; measurable improvements in achievement are subsequently noted unless there are unusual local conditions. These results are generally found in all such investigations. In addition to holding their own in these matters of knowledge and information, the average high-school product today has abilities in fields formerly untapped, such as creative speech, music, etc.

In 1933, a group of 250 American colleges and universities agreed to waive all entrance requirements for the graduates of a group of 30 secondary schools which reorganized their curriculums without regard to traditional college-entrance requirements. The experiment was to end in 1941 and, hence, came to be known as the Eight Year Study. Each such graduate was carefully paired for experimental purposes with a graduate from a conventional high school, thus keeping equal all factors save the type of high-school program taken prior to college entrance. The results showed that the students from the schools not basing their programs on college-entrance requirements:

a. Had slightly higher grade-point averages in college.
b. Had higher grade averages in all subjects except in foreign languages, but in which the extent of inferiority was less than the superiority in nearly all other subjects.
c. Specialized in the same academic fields in college.
d. Did not differ in incidence of scholastic probation.
e. Had slightly more academic honors.
f. Had more intellectual curiosity and drive.
g. Were more precise, systematic, and objective.
h. Had clearer ideas on the meaning of education.
i. Had greater resourcefulness in meeting new situations.
j. Participated more in organized student groups.
k. Earned more nonacademic honors.
l. Had a better start toward a choice of vocation.
m. Were more concerned in the field of current events.
n. Were more interested in the arts.

In general, those students from schools having programs most deviate from the traditional college-entrance requirements did relatively better work in college.

Teaching techniques.—Several of the subcommittees will be noted as raising the question of teaching techniques. The teaching staff of the Winnipeg secondary schools, as a group, is cognizant of what the modern secondary school should be, devoted to its task, a good influence on growing young people, and anxious for professional development in service. However, the combination of college-entrance strictures, strong emphasis on itemistic examinations, class periods handicapped both in shortness of time and in hyper-frequency, extramural curriculum prescriptions, and other factors combine to produce a situation of some difficulty for teachers to do the best possible piece of work. This situation would, and in a number of cases does, produce specificity with emphasis on detail and memorizing material, artificial teaching devices, inadequate variation in teaching tools, and over-reliance on textbook, lecture, and question and answer.

8. It is recommended that efforts be made to achieve the following five goals as a means of assisting the maintenance and development of good teaching techniques. These goals are:

a. Some reduction from the present average class size of approximately 35 to nearer 25.

b. A time schedule with longer and fewer class periods;

c. A curriculum growing from the staff (this implies freedom by the staff to work on significant curriculum problems);

d. A comprehensive in-service training program dealing in significant part with teaching techniques;

e. Revised methods of evaluating students so that other powers than memory are consistently measured.

It is hoped that the following would be some of the results of such a program:

(1) Emphasis on major understandings properly organized psychologically;
(2) Construction of generally larger units of work allowing for variation of achievement so that the brighter pupils may enrich their classwork while the very slow are securing minimum essentials;
(3) An intelligent use of supervised study techniques within the longer class periods;
(4) Attention to individual differences, e.g., differentiated assignments, variety in student projects, etc.;
(5) More pupil activity, e.g., round-table or group discussion in social studies dealing with real problems;
(6) An increase in the use of supplementary readings;
(7) More emphasis on the position of the teacher as a guide to study rather than as imparter of facts.

The Reports of the Subcommittees on Various Subject Fields

Social studies.—In any modern secondary-school program, the social studies play a most significant role. In this particular instance, the committee of the Winnipeg staff is to be commended because of its inquiry into teaching techniques, its recommendations, and the implications that are left with regard to future development.

It is noted from an inspection of pupil registrations that there is no uniform social-studies requirement in each grade for all students. There is fluctuation in the proportion of students studying British history in Grade and, also, in those taking Canadian history in Grade XI. Those who are not studying the specific history in either grade are taking an alternative soci studies course. Viewing the accepted purposes of the modern secondary school, it becomes almost axiomatic that there will be a block of common learnings involving the social studies which would be the experience of pupi in each high-school grade. On the one hand, an overly-detailed and exhaustive history taught for matriculation purposes will not work as a requiremen imposed upon all students. On the other hand, to allow large numbers of non matriculate students to substitute alternative courses runs the risk that these students will not be as fully aware of their national history as they should be.

These histories, if they are to fill their place in a common program, should not be taught for the sake of the history. Rather, their aim must be that of helping the student develop certain definitely understood objectives in knowledges, understandings, skills, abilities, and attitudes. For example, in British history there should be considerable emphasis to such topical treatment as the development of the concept of self-government and the trend in British Empire organization to the present Commonwealth of Nations. The emphasis in Canadian history could well be an understanding of Canadian institutions, thought, and ideals. For each such, the aim should be the presentation of their nature, how they came to be, and what are present problems. In other words, the aim of such history instruction is not pure erudition but the effective functioning of citizens, a functioning which does require some knowledge of national background.

The working out of such a program might make it possible to combine World and British history in Grade X since the two are inseparably connected. This would make possible the development of an additional course for Grade IX which could well be a combination of elementary civics, geography, and some elements of personal living or guidance work. The Canadian history course, as revised, could be required in Grade XI. On this basis, a common social-studies course using effective teaching techniques and aimed at functioning objectives could be required in each of the secondary-school grades. It is assumed that the added Grade XII will have some social-studies work of a nature described in the recommendations. The imposition of this common program on the entire student body with its wide range of abilities might necessitate some ability grouping or, at least, attention to individual differences within classes.

There is a wealth of material, vital and necessary, in the fields of government, economics (personal as well as classical), and sociology which ought to be in the experience of the pupils. To some extent, history can be integrated with these. Certainly, however, the added year in Grade XII should carry provision for additional work in social studies which might conceivably be known simply as "Senior Social Studies" and have as its content material organized by the staff into problems and needs without regard to subject-matter designation.

9. It is recommended that the social-studies work in the added Grade XII draw from a variety of fields within the social studies based upon needs and problems and not be limited to but one subject-matter designation.

The analysis of teaching techniques as reported from all social-studies teachers showed heavy reliance upon the lecture method, organization around the single textbook, and the individual question-and-answer method. The objectives of the social studies and the extraordinarily rich field of curriculum material available make varied teaching devices both feasible and desirable. This is probably more true than in any other academic subject and, when done, does much to account for the relatively high popularity of the social studies with students. Rigid teaching procedures just are not necessary in this field. Consequently, the analysis of teaching devices suggests a need for much greater use of such devices as supplementary reading, class activity such as group discussions, and problem-solving procedures.

10. It is suggested that more varied teaching procedures be used in the social studies.

The time devoted to the social studies in Grades VII through XI ranges from 177 to 184 minutes per week. Measured against the magnitude of the demands for knowledge and understanding of Canadian thought and institutions, of its social economic and political problems, such skills as critical thinking, formulation of a pattern of social values, devotion to the ideals of democracy and international understanding, acceptance of responsibility for good citizenship, and others, it is hard to defend an allotment of only some 35 minutes per day out of the total program. The minimum weekly time should range from 250-300 minutes to give this group of studies an opportunity to meet its critical obligation.

11. The weekly time given to the social studies in each student's program should range from 250-300 minutes per week to afford proper opportunity for the accomplishment of necessary and essential objectives.

Finally, in the light of the persistent recommendations concerning audio-visual aids made by the various committees, it is suggested that attention be given to the clarification and expansion of the audio-visual service by the Board of Education.

12. In the social-studies courses, there should be a limited number of basic units with optional units as an enriching program to provide for individual differences and varied methods of approach.

13. Before new courses and texts are introduced the teachers should be given sufficient time to become familiar with these before using them in classes.

14. It is desirable that there be developed in each school social-studies classrooms where social-studies classes would be scheduled and where there would be maintained such equipment as cupboards, filing cabinets, maps, atlases, reference books, current magazines, dark blinds, etc.

15. There should be an increase in the amount of reference and supplementary books available in the social-studies field.

16. The type of examination set in the social studies should have more bearing upon the general objectives.[2]

This topic can not be left without a word of commendation for some far-sighted experimenting which has been done in the field of social studies in the Winnipeg schools. Two which come to mind immediately are the emphasis on personal living and the splendid reorganized Grade XI program at St. John's Technical High School.

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[2]Note: In all subject fields, recommendations are presented concerning in-service training and supervision and the use of audio-visual aids. Rather than unnecessarily burden the listing of recommendations, general statements covering these for all the subject fields are made at the end of this chapter.

Science.—The science student in Winnipeg typically takes biology in Grade X and either physics or chemistry in Grade XI. In Grade X, 60 per cent take a science, and 79 per cent do so in Grade XI. The presumption would be that those who want science will be able to take the science they did not get in Grade XI in the added Grade XII. The same question can be raised concerning proportions of students taking science as was raised in the social studies. As a contribution to general education (that education which should be the common equipment of all Canadian citizens), biology has a secure place. It could well be a definite requirement of all students in Grade X or IX. This means that biology teaching must be aimed at making clear those phases of man's relation to his natural world including some personal elements such as health.

17. A year course in biology should be required of each high-school student.

The more difficult question arises in connection with physics and chemistry, both of which are year courses in length. The science staff has recommended a requirement of science of all students in Grades X and XI. They recommend that all students in Grade X take biology, and this recommendation can be endorsed, as noted above, provided its instruction is landed towards the general education function of biology. The problem in carrying out the recommendation at Grade XI arises from the nature of the physical sciences, physics and chemistry.

The place of physical science in general education depends on more than acquisition of information. In this connection, the science teachers themselves point out that 95 per cent of the questions surveyed in a recent set of examinations dealt with information alone. What science in the high school should give is an understanding of scientific principles, concepts, and generalizations, ability in problem solving, and respect for and knowledge of scientific method. The student must have an awareness of how the application of science increases our control over energy and matter; must realize that conservation of natural resources is a social responsibility; and must understand the importance of science to economic organization, the influence of environment on human living, and the necessity for social enlightenment in the use of science (e.g., control of atomic energy)—all in addition to the obtaining of basic scientific information. Teaching and testing of the physical sciences so far as general education is concerned should be built to achieve these ends. Both physics and chemistry have elements of importance to that concept of the place of science. From a general or required education standpoint, however, a year's course in each goes far beyond these basic elements. Hence, it is probably unwise to require a student to elect either physics or chemistry and base such a requirement upon the contribution to general education since what is available in the other science is then lost.

18. It is recommended that there be constructed a year course in physical science to follow the biology course and that this be required of all students save for those who plan on taking both physics and chemistry.

Most of the recommendations presented by the science teachers have to do with mechanical features such as time scheduling and equipment. As with

social studies, the time allotted to science classes is inadequate. The average number of minutes per week in the junior high schools is 140 with some as low as 111, while the median figure in the senior high school is 200 minutes. Considering the obligations of practical or laboratory work, even the 200-minute figure for the senior high school is too low. If the short-period day is retained, double periods should be scheduled at least twice weekly. If the long-period day comes into existence, the double period is not necessary since the total minutes per week would then approximate 280-300. Attention is called here to the request of the science teachers for science rooms in each junior high school which will contain demonstration tables, cupboard space, running water, and electric outlets. In general, the science teachers, particularly in the junior high schools, operate under severely restricting room and laboratory conditions. A wide variation exists among the senior high schools in adequacy of equipment. In some situations science teachers are moved from room to room during the day with an ensuing difficulty in establishing science-type rooms or preparing classrooms prior to start of the class period.

19. More time should be programmed to the science classes. If the present time schedule is maintained, double periods should be provided at least twice weekly. In any event, the time allotment should approximate 300 minutes weekly.

20. To improve the laboratory situation, it is recommended that each junior high school be equipped with a room having demonstration tables, running water, electric outlets, and ample cupboard space, that science teachers be programmed throughout the day to meet their science classes in science rooms, and that laboratory classes in all secondary schools be limited to thirty students with the provision of some laboratory assistance for equipment maintenance, etc.

21. Since nearly one-half of the junior high school teachers of science indicated a preference for teaching some other subject, investigations should be made to show steps necessary for an improvement in the place of science instruction in the junior high schools.

The investigation of science teaching made by the staff committee was remarkably complete and carefully organized. On the whole, the committee's recommendations are properly drawn from the situations described. Once again, we find a request for in-service training programs.

Mathematics.—This is an extensive report, also, using a number of sources of information. An additional source of illuminating study some time might be an investigation of the place of mathematics in the lives of former students in Winnipeg. Most investigations by subject-matter teachers into their field of work start, as might be expected, with faith in their subject.

Better than two-thirds of all students in the senior high schools of Winnipeg carry both algebra and geometry. At the present time, mathematics has a secure position in the curriculum of these schools.

A wide variety of teaching techniques was reported by the mathematics teachers. A comparison of test results shows pupil achievement in high-school mathematics to be somewhat higher than provincial-wide results in Ontario. The mathematics program has success in developing ability within the fundamental processes and turns out a product reasonably well regarded by business people. Those students who need algebra and geometry for advanced work in mathematics receive adequate training in those subjects. The present program in mathematics is generally effective in terms of its present objectives.

At this point, there is in order a quotation from The New Secondary Education issued by the British Ministry of Education:

> There has been a welcome change in the approach to mathematics in recent years. The best schools relate the subject to the needs of practical life and find place for an introduction to those forms of mathematical expression of which the ordinary citizen requires some understanding if he takes an interest in the world of the air age, with its machines, its statistics, and its increasing use of a mathematically-based vocabulary. Such words, for instance, as gradient, leverage, proportion, wavelength, and manoeuvre are now in common speech, and even the advertiser appeals to an understanding of graphs. In consequence, many of the processes in arithmetic that used to be found most difficult and unreal are no longer taught, and the mathematics which takes their place is more stimulating because it relates to matters of experience. Skill and accuracy will have their place, but on the whole mathematical procedures are simpler and are considered more as a means to an end; for instance, the keeping of gardening or household accounts or the making of drawings needed for some actual project.[3]

On this basis, it seems proper to hold algebra and geometry for those pupils having a need of it, but to see that some mathematics gets before all secondary pupils, at least in the junior high school.

Mathematics does have some contribution to make to general education. This requires that the course of study be organized in terms of social and pupil needs. In some instances, mathematics people have had difficulty maintaining their position in the school program because they claim mental values to mathematics learning which are now proven to be not present and because steps have not been taken to relate mathematics to real needs. For example, ability to calculate is certainly a desirable and necessary attribute in modern society and the schools are obligated to give training in it. However, training in calculation should be based upon the necessity for that training.

The complete report by the Committee on Mathematics presents with implied approval reviews of some discussions dealing with the place of mathematics in training for personal living. The point of view expressed therein, together with such a statement as that reproduced from the British Ministry

[3] Op. cit., p. 36.

of Education, is that of those who are interested in seeing mathematics have a secure place in a program of general education.

22. It is recommended that the mathematics teachers check the offering in mathematics against such points of view as those expressed in the British Ministry of Education publication and in the recent reports in the Manitoba Teacher, etc., to see what work can be constructed in mathematics that would take its place in a general education program.

23. Steps should be taken to correct the extreme spread in the proportion of failures in mathematics among the various schools.

24. More effort should be made to test the general education objectives of mathematics in the examinations set.

25. Greater emphasis should be placed upon problem-solving in algebra and upon deduction work in geometry.

26. Any significant work in algebra and geometry should be postponed beyond Grade VIII.

27. There could well be an increase in mathematical understanding and calculation in the practical arithmetic and there is a need to maintain these abilities by reasonable drill through to the later high-school years.

Foreign language.—The enrolment in French is approximately 40 per cent of the total enrolment in the senior high school, that of German approximately 7 per cent, and that of Latin approximately 15 per cent. For the junior high schools, the percentages are French approximately 70 and Latin 25.

The investigation indicates the use of effective and varied teaching devices. There are certain handicaps to more effective teaching. These are: (a) somewhat larger classes than are desirable in foreign-language instruction, (b) a wide range of student abilities caused by numbers of students with inadequate background or power electing to take foreign language, and (c) external examinations which do not afford sufficient emphasis to oral and aural powers developed in the instruction.

This subcommittee centered its discussion around four questions related to the handicaps listed. First, it asks for a maximum of thirty students in foreign-language classes. Investigation shows that approximately one-half of all foreign-language classes, both senior and junior high level, have over thirty-five students. It does seem that this is too high a figure. Fairly reliable findings show that enrolments in classes in foreign language should not exceed twenty-five for effective work. Second, it asks for some screening of pupils on the basis of linguistic ability prior to registration in foreign language. Ordinarily, this recommendation could be immediately endorsed. There is a strong caution to be presented here, however; under present conditions, denying a student the right of registration in a foreign-language course is denying him the chance of university matriculation. Under those pressures are not the schools obligated to give the student a chance of proving his worth? If the language were thoroughly optional, both from the

standpoint of the school requirements and of University matriculation, then highly selective procedures would be more justifiable. Third, it asks that no junior high school language failures be allowed to start foreign language in senior high school. This can be endorsed with the caution that there is implied the existence in the junior high school of a guidance organization which will postpone the time of starting foreign language for students of doubtful ability. All three of the foregoing are aimed at a reduction of the high failure rate which has caused the foreign-language teachers some concern.

A fourth recommendation by this subcommittee, that foreign language be compulsory in the University Matriculation Course, failed to receive the approval of the General Committee on Secondary Education. It is proper for the high schools to set up graduation requirements in terms of number of units of work completed, certain standards of achievement, evidences of proper school citizenship, and the successful completion of those units of study which should be in the experience of every high-school graduate, such as English, social studies, some science and mathematics material, and physical education. Under these conditions a large number of students will be taking foreign language within the University Matriculation Course but this will be on the initiative of the University and not of the public schools since the foreign-language matriculation requirement is a University stipulation. All of this is related to the desired objective expressed earlier that University entrance requirements be changed to give the secondary schools more freedom of program and to base matriculation upon students' powers rather than on specific courses taken.

Once again, a quotation from the British Ministry of Education's pamphlet, The New Secondary Education, is proper:

> Children who have a taste for it and whose attainments in English suggest that they have some linguistic ability should have an opportunity to learn a foreign language. For this they will require a teacher who has a good command of the colloquial language. For oral work will predominate, and the aim must be to attain the study as if it were a dead one. It will be important to avoid a discouraging emphasis on grammar and the written translation of passages into the foreign language should normally have no place in the scheme. It is the ability to understand and read that will be developed, and to speak rather than to write. The claims of a foreign language, where it is taken, to something like a period a day will be justified in schools where a group of pupils show a clearly marked interest and the teacher succeeds in firing their enthusiasm.[4]

Two suggestions can be made with a view to strengthening the contribution of the foreign languages in the Winnipeg secondary schools. First, because of the peculiar relationship of citizens of Winnipeg to French through the legal use of that language and the large French-Canadian population, it is desirable that instruction in French assume a major goal of French for Canadian use. It is immediately apparent to French teachers how this goal would be implemented.

[4] Ibid., p. 35.

External pressures to some extent now hamper this possibility. Secondly, while the purpose of foreign-language instruction is not the development of power in English, it is recommended that foreign-language teachers assume as an objective the specific contributions which can be made in this field if the foreign-language instruction is definitely aimed that way. An example of such contributions includes precise study of English word roots, suffixes and prefixes, etc.

28. The present average class size in foreign language should be reduced from thirty-five to a figure nearer twenty-five.

29. It is recommended that there be some screening of students on the basis of linguistic ability before the study of a foreign language is undertaken.

30. Students who have failed in both Latin and French in junior high school should not start foreign language in senior high school unless the guidance organization finds extenuating reasons.

31. It is desirable that instruction in French assume a major objective of French for Canadian use and that such external conditions as examinations make allowance for this objective.

32. In order to increase the value of the foreign-language offering, it is recommended that the foreign-language instructors study the field to see what specific contributions foreign-language instruction can make to the development of power in English.

Art.—There is a sharp distinction between enrolments in art at the junior and senior high school levels. In the junior high schools, 6,314 pupils are enrolled in art classes but there are only 417 art students in the senior high schools. The paucity of enrolment in art in the senior high school is caused by the crowded requirements of the matriculation courses and by the fact that it must compete with other options for the time of the student in the High School Leaving courses.

It would be desirable for more than 10 per cent of the students in the senior high school to have art work. There is increasing thought to the place of art in general education. Contacts are, or should be, had with art by the adult citizen in such media as home and daily life, architecture, dress, interior decorating, landscaping, etc. It has an acknowledged position as a medium of self-expression, whether through active participation or through appreciation of its importance in daily environment. The possibility of increasing the stature of art in the school program is an added suggestion for profitable use of extra time which might result from expansion to include Grade XII.

The physical equipment supporting the art program is inadequate. To maintain a proper program of art instruction, sympathetic consideration is needed to these inadequacies:

a. In the twenty-six junior and senior high schools having art classes, instruction in three is carried on in art rooms, in two around library tables, and in twenty-one in an ordinary classroom.

b. Only three of the twenty-six are equipped with sink and water.

c. Only five are adaptable to audio-visual education.

Within the limits of building and equipment restrictions, there is evidence that the art teachers are doing a high level of instruction. The variety of materials which they do manage to use under the handicap of lack of specialized art rooms is notable. Particular commendation should be given to the fairly numerous instances of co-ordination of art with other courses of instruction.

33. It is recommended that the program be arranged so that all secondary-school students have the option of taking art in each grade.

34. After the basic art courses have become sufficiently established, attention should be given to the possibility of a limited number of segregated advanced classes for students of exceptional art ability.

35. Since art instruction depends upon individual guidance to a large degree, it is recommended that the size of art classes be kept below thirty.

36. Purchasing and requisition forms and procedures now in use should be adjusted to facilitate the acquisition of new art supplies and tools with the responsibility for such ordering placed in the hands of the art teachers and supervisor.

37. It is recommended strongly that an art room be supplied in each secondary school which shall be equipped with a sink, storage space, work tables, display facilities, easels, and individual tilt-top desks.

Music.—A survey of class enrolments discloses that an overwhelming majority of students take non-option music but that only about one of three hundred follows the full music program and takes the University examination. There is a wide program of vocal music with attractive special events in both the junior and senior high schools. However, the lack of development of instrumental music is quite noticeable. This lack has already come under study by the Winnipeg school system and steps are under way to correct it. A program of building an instrumental music program should not be undertaken without full realization that such a program requires proper space, equipment, and staff. Such an activity will require a program of supplying musical instruments.

The present objectives and organization of the program as offered are effective. The development of music appreciation is given proper emphasis along with the development of musical technique. A suitable variety of musical activities including extracurricular ones, is offered. There is a strong desire by the teachers to use the school music broadcasts of the Department of Education but mechanical and scheduling arrangements prevent more than a fraction of the teachers from using them.

Included in the recommendations of this subcommittee is one that all secondary-school students be time-tabled for music, at least two periods per week in the junior high school and at least one period per week in the senior high school, with the work in the senior high school counting within the general music course. The mechanical difficulties of doing this, together with the consideration that in the last analysis the level of work by the teacher might be handicapped by such universal enrolment, should cause this proposal to be approached with caution and careful study.

Some suitable school credit should be arranged for the major extracurricular music activities. This rests on sound educational principle. Any work with educational values and placed within the school program should have credit allowed.

38. Steps should be taken to make it more feasible for talented students to take the Music Option course in the senior high school.

39. The major extracurricular music activities, such as operettas and festival choirs, should be included in the general music course with proper credits and time allotments within the regular school day.

40. It is recommended that steps be taken to adjust certain mechanical difficulties, such as conflicts in time-tabling, which now keep numbers of students from enrolling in the music courses.

41. Special encouragement, including greater financial support, should be given to the instrumental music program.

42. More attention should be given to the development of intelligent and appreciative listening through the wide use of suitable recordings.

43. All essential music materials used in the regular music courses should be provided by the school board of education.

44. It is recommended that needed improvements in the physical facilities for music be provided through the provision of acoustically treated rooms with adequate seating arrangements, lighting, and storage facilities for sheet music, books, and records.

45. In evaluating the work in the General Music Course, it is recommended that the teacher should bear in mind the primary music objectives, that written examinations in music theory have only a minor place in the general evaluation, and that greater consideration be given to the student's participation and appreciation.

46. The system of exact rankings and competition in the festival program should be studied in its relation to the development of music objectives and, whenever the music staff feels the time has come, proper adjustments should be made to moderate this situation.

Physical education.—The physical-education program in Winnipeg's secondary schools is remarkably creditable for the equipment and physical

provisions available. Much of this program, which would otherwise be in sorry shape indeed, exists only through the devotion, interest, and self-sacrifice of a high-minded group of administrators and teachers from the director on down.

The objectives of the program show a proper balance of health and physical development of the individual, social development through physical education, training in use of leisure time, and aesthetic development. In general, the program of activities carries out these objectives although the omission of provision of periodic health examination was noted.

Once again, it is regretted that there must be made a description of inadequate space provisions. The indoor accommodations cannot be considered either suitable or sufficient. Because of the long winter season, indoor facilities are of critical importance to a well-functioning physical-education program. Both gymnasia and equipment are meager for the numbers of students and for the type of program desired for modern needs. The Daniel McIntyre Collegiate Institute, one of the two largest high schools, has nothing of reasonable facility. Physical-education activity there must take place in a low-ceilinged, poorly-ventilated, asphalt-floored room which has no suitable auxiliaries such as showers, locker rooms, etc. The rest of the schools are generally ill equipped. Auditorium and gymnasium facilities must be combined. In many cases the floors buckle and activity is rendered hazardous by the presence of auditorium benches. Locker- and shower-room facilities are insufficient and improperly located. Students in junior high schools have no place for indoor physical education other than the corridors—not only tragic from the standpoint of the program but also disruptive to other classes in session nearby. An additional thousand students in five other junior high schools have only a classroom which has been cleared of desks. In only one junior high school, General Wolfe, is the gymnasium facility to be considered suitable.

A parallel feeling of inadequacy arises from a survey of the outdoor playgrounds. In general, the surfaces are rough and untreated with the additional defect of being improperly drained so that thaws and rains leave them in unusable condition for long periods. Several playgrounds are also used as public thoroughfares and receive punishment from this traffic which also interferes with school activity.

School-board appropriations for purchase of playground equipment have increased considerably in recent years but a significant portion of physical education equipment is still purchased by individual schools out of local school funds and through the help of the school's Athletic Trust Fund.

Equipment should be purchased and appropriate space provisions supplied for the physical-education program the same as for other parts of the school program. To do otherwise is to deny health as a ranking objective of the secondary-school program.

Reference was made in the paragraph next preceeding to the school's Athletic Trust Fund. The history and audits of this fund show that it has been carefully administered and has been put to good use. In this connection

it is recommended, unless there is some legal restraint, that the funds now in the Winnipeg School Cadet Corps Fund should be added to this Athletic Trust Fund. No disbursements were made from that fund during the period of the last audit save a minor insurance premium. It is now widely accepted that war memorials should take the form of living, useful projects. The overwhelming majority of former members of the Cadet Corps and ex-service men in Winnipeg might approve such a transfer. However, the amount represented therein is only a minor portion of what should be spent in rehabilitating equipment and space for these activities.

Aside from the regular program of physical-education activities, the program of intramural sports is varied, carefully administered, and reaches a significant proportion of students. The same general statement is true of the interscholastic program. Both of these are discussed in more detail in connection with the extracurriculum.

Another improvement in the general situation would call for the provision of a larger number of specially trained teachers of physical education. At present the salary schedule's incentives to additional graduate study and professional improvement place a penalty on the teachers of physical education because of the lack of professional courses in physical education. If the near-by teacher-training institutions could provide such specialized preparation and in-service development, this situation would ease considerably. Present conditions place pressures on physical-education instructors qualified in other subjects to change their interest from physical education. In addition, the source of supply in young, energetic teachers moving up into the program from the elementary schools will begin to dry up with the equality of salary to the elementary teachers and the common knowledge that the physical-education staff puts in many financially-unrewarded extra hours. This is the basis for the recommendations that appropriate teacher-training work be promoted at the University of Manitoba and that extracurricular time be more equitably considered on the teaching load.

47. Increased indoor accommodations should be provided in all junior and senior high schools with first attention given to improving the situation at Daniel McIntyre.

48. Plans for future secondary-school buildings should provide for suitable locker accommodations, showers for both boys and girls, storeroom space, teacher offices and dressing rooms, and swimming pools.

49. Sufficient provisions should be made so that students may take showers after their gym periods.

50. Existing gymnasium and auditorium floors are in generally poor condition and should be replaced or thoroughly repaired with such work being done during vacations whenever possible.

51. Study should be given to the drainage in connection with outdoor playgrounds with steps also being taken to protect these from general public and motor vehicle use during school hours.

52. An increase in equipment for the outdoor playgrounds should include supplying of adequate track and field facilities for the senior high schools and metal soccer goal posts and volleyball posts on all secondary-school playgrounds.

53. It is recommended that supplies and equipment necessary for the carrying out of the regular physical-education program be provided by the school board the same as for any other school subject.

54. Where indoor facilities allow, it is recommended that students be programmed for three periods of gym per week, or two periods if a time schedule using longer and fewer class periods is brought into use.

55. Since physical education is a regular school subject and contributes to definitely accepted objectives of the high school, this course should be considered the equal of other subjects on a period-for-period basis, as, for example, in determination of a student's average high-school grade.

56. In order to facilitate the securing of teachers for physical education, it is recommended that encouragement be given to the University of Manitoba for the expansion of training of physical-education teachers on recognized University curriculums.

57. It is recommended that the program of activities in physical education be revised with increased attention to periodic health examinations and corrective work.

58. It is recommended that increased assistance be provided for the Director of Physical Education freeing him to some extent from present exacting and overly time-consuming activities in routine administration and in extracurricular minutiae so that he may give needed attention to the supervision and guidance of the physical-education program.

Consumer education, family relations and psychology, safety education, and sex education.—All these fields are quite properly considered as instructional fields within the competence of the high school either through existing course designations or as separate subjects. Staff subcommittees have presented reports covering each of these questions. In the main, the reports and recommendations made represent a defensible approach. All are concerned with other subjects.

The consumer-education subcommittee has wisely pointed out an approach by which teachers of various subject fields can make individual contributions so as to insure a coverage of the entire field. Much of this material, of course, is suitable for inclusion within the added social-studies work in Grade XII. The subcommittee also recommended this as a separate subject. In some cases, this may be both feasible and necessary. Much depends on the future course of the social studies. If work designed to fulfill the social-studies contribution to the social and individual needs of the pupils in their future life is included in the anticipated extra time in the high school, the objectives of consumer education may be largely met without a separate course in consumer education.

The family relations and psychology report represents an area in which much intelligent and far-sighted thinking has been done by members of the staff. There is important thought that the high schools everywhere can do more to develop means of reaching standards of values and a consideration of the meaning and value of life. The trend of this report is commendable with the perhaps gratuitous caution made by the survey that any psychology presented should not be too formal since it is too difficult. The aim of any such psychology is to assist the pupils in understanding other people and themselves.

Safety education represents an area in which markedly effective work can and has been done by the schools. In the field of traffic safety alone, it can be shown that the program in the elementary schools in the United States in the past twenty-five years has saved the lives of more than twice the number of elementary-school pupils now attending school in Winnipeg. Unfortunately, this field has been too much neglected by the secondary schools where it is needed, especially in the field of driving and traffic. The report presented by the subcommittee covers the whole field of hazards for protection against which instruction should be given. It is possible that an arrangement could be made involving the police, the motor club, and automobile companies for a program and facilities involving guided training of high-school youth before they receive drivers' licenses. The subcommittee recommends general expansion of attention to safety education in the high school.

It is desirable that some work in sex education be given, but it is necessary that any such work be appropriately placed and carefully considered with regard to mechanics of presentation. Present thinking and experience seems to be against definitely labelled courses as such in the high school but calls for the construction of objectives, materials, and teaching procedures which can be properly placed within existing instructional framework. Opportunities for proper thinking through of a sense of values by the pupils should be provided as well as facts. There is a wide possibility of effective co-ordination with the work in family-life relations.

59. It is recommended that study and consideration of consumer education, safety education, sex education, and family relations be continued since they represent vital material thoroughly defensible for attention by the secondary school, that where possible they be integrated with expanded social studies, science, or other courses, or, if necessary, that they receive separate treatment.

Individual differences.—The magnitude of the problem of individual differences is presented in the section of the survey report on guidance. This present subcommittee concerned itself with provisions made within the junior and senior high schools for recognition of individual differences. The procedure of investigation by this subcommittee was commendable and its recommendations show considerable insight.

Provision for many individual differences through variation in courses taken is claimed in each school, although to a much lesser degree in the junior high schools than in the senior high schools. Nevertheless, this committee recognizes the need for additional courses of a different nature than those now offered in order that fuller provision can be made for

students who are not interested in, or adapted for, the matriculation or the commercial courses which now form the major options. It is noted that students in the senior high schools may elect courses of different grades. At the present time, acceleration is not needed for the two-year program involving grades ten and eleven as the course is difficult enough to challenge all students. Under the new program, proposed by the Department of Education for senior high schools, beginning September 1948, acceleration will be permitted for the gifted students, approximately 20 per cent of those in the general course, which includes the present courses offered in matriculation. Instead of providing opportunities for acceleration of the bright students, the senior high school should provide a program that will challenge them and enrich their curricular experience. Acceleration of the brighter students cannot be recommended without most careful consideration to other factors than intelligence, such as achievement in relation to intelligence, social development, health, teacher observation, etc. It is definitely possible for the high-school organization to let the bright students enrich their programs within the high-school years. Some form of modified ability grouping can be recommended with care being taken that a combination of factors such as those described above is used as a basis for such grouping.

All recommendations of this subcommittee are endorsed. The request for teachers in each school who specialize in remedial reading points out an important source of pupil failure. Remedial-reading instruction in high schools employing it shows definite and encouraging results. The improvement made by such a program in students who are reading 'cripples' is most marked and assurance can be given of the success which will attend a properly constructed program. It should be added that such a person should give attention to improvement of the entire reading treatment by classroom teachers as well as working with remedial-reading students.

Another request by the staff asking for increased use of differentiated assignments within classes, brings into focus one important change in teaching technique needed in the Winnipeg secondary schools. Along with an increase in the use of a variety of teaching devices, this would greatly improve the learning situation. Of course, as has been pointed out before, external pressures have been at work on the teachers impelling them to use only a few teaching devices and hindering them in the development of differentiated assignments. These pressures have been named as the overloaded curriculum, large classes, lack of space, and the concept of some particular courses as obstacles rather than learning experiences. Attention should be given to the provision of longer class periods.

60. Each junior and senior high school should have one faculty member qualified in remedial-reading instruction and able to promote attention to the entire reading problem in that school.

61. An assignment system should be employed which would utilize the making of assignments in larger blocks and further ahead in time, more student participation in planning, and differentiation.

62. A director of guidance should be appointed to co-ordinate and expand the guidance program, having in mind the establishment of procedures which would help recognize individual differences.

63. In connection with provision for individual differences, there is repeated a previous recommendation that class sizes be reduced to allow instructors to do more individual work with students.

64. It is recommended that the major curriculum provision for bright pupils take the form of enrichment of courses and learning experiences rather than an abbreviation of time spent in school.

The extracurriculum.—This subcommittee has shown a strong combination of intelligence and energy in its procedures. Its complete report, not the appended digest, is a most comprehensive status report of the extracurriculum in the Winnipeg secondary schools. The investigation of philosophy, policies, and future action has been well thought out. More than routine sources of information were used as, for example, an extensive inquiry to parents and former students.

The word "extracurriculum" is a misnomer since its educational and social values are now so generally recognized and substantiated that large portions of it should be considered within the regular school program. Hence, the terms "co-curricular" or "allied activities" might be more appropriately used for describing its educational position. In the early days of the high school the extracurriculum was ignored. As pupils and some teachers became interested in its development, there came about a second phase, one of open opposition on the grounds that these activities were neither proper functions of the school nor could they help but detract from the pupil's interest and effort in the "solid" program of the school. Because of its vitality, the extracurriculum survived this phase, whereupon the school's attitude tended to be one of careful regulation as the means of best controlling what some still considered a necessary evil. With the increase in understandings of the purpose of the high school, of the nature of adolescent psychology, and of the needs of society, majority educational opinion now regards the extracurriculum as a definitely constructive force which should be promoted by the school, under proper direction, for the betterment of the whole school program. This last or fourth phase holds the field today.

The situation in Winnipeg towards the extracurriculum seems to be a mixture of the first three phases described in the paragraph above. While there are numerous instances of constructive promotion, these seem to be carried on in the face of a dominating picture, composed of general administrative policies, personnel policies, curriculum policies, facilities, and others, which is a blend of restriction, close regulation, and ignoring. The presumption is ventured that such a situation is not the result of carefully considered policy but has just come to be. The time is ripe to study the whole question of policy towards the extracurriculum and to formulate a course of action one way or the other. The philosophy of the secondary school, both in terms of best thinking and in terms of this staff committee, calls for the adoption of a policy of constructive promotion for the achievement of educational and social values.

It is interesting to call attention to one fact not covered in detail in the digest. The committee surveyed the attitude of parents towards the extracurriculum by sending out 1,000 questionnaires to parents selected by

proper sampling procedures. Of these, 717 replies were received. As to whether they approved of school time being used for sports, 98.2 per cent answered 'yes'; for music festivals, operas or operettas, 95.2 per cent 'yes'; for school teas and concerts, 85 per cent 'yes'; and for soliciting advertising for the school paper or yearbook, 79.9 per cent 'yes'. Only 9.6 per cent felt that too much time was given to the extracurriculum and 75.5 per cent felt that their children did enough home study. There are other items not quoted but they make a consistent pattern of approval of a constructive extracurriculum. The return from former students likewise indicated approval of what extracurricular experiences they had had and showed, in retrospect, that values and abilities learned from that source had been of considerable help to them in adult life.

A special word should be said about the athletic program. This surveyor made a careful study of it. As has been stated in the section on physical education, the intramural program is effective. A further recommendation could be made that this program include training in certain sports which can be carried on by adults, The entire athletic program seems motivated by a first-rate spirit of sportsmanship. The director, the principals, the faculty managers, and other staff personnel connected with the program demonstrate such a spirit that the community may be certain of the integrity of the whole program. This flat statement is made in the face of the maintenance of a practice in the Winnipeg high schools which would result in their receiving criticism from any United States high-school athletic association, namely, the employment of personnel outside the staff as coaches in certain sports. In other school systems in the past, this practice has led to intolerable abuses and corruption of a spirit of fairplay and of eligibility standards. Because of its potential danger, the Winnipeg high schools should move away from this practice. However, this would come to pass anyway if the other recommendations concerning employment of specialized staff personnel for physical education and of admitting time spent on interscholastic sports to some consideration on the teacher's load are followed. Recommendations are also made for the provision of some school-owned stadium and with regard to equipment. There is no indication that the interscholastic athletic program is deleterious to the rest of the school program. The financial administration is well and equitably organized and administered. The schools use their individual profits from the athletic contests to equip and maintain their teams and to buy physical-education equipment. So long as the school board will purchase physical-education equipment for the regular program and will allow the schools to use profits from the athletic events, there is some defense for that program. Another policy, one which is not yet definitely recommended for Winnipeg, since other things have to come first, would entail complete support by the board of the athletic program, in which case it would sequester all receipts from contests.

The subcommittee proposes encouragement of student government. This is endorsed. It should be kept in mind that student government means student participation in school organization and not actual government. The recommendation by the committee that these organizations stay away from questions of discipline is well grounded in history. Each school is a separate problem in this field and should remain so since a comprehensive program in any one school must be introduced step-by-step.

It will be noted that the entire set of recommendations of this subcommittee are endorsed. Certain amplifications or qualifications should be made.

It is not deliberately intended that way but some portions of the report use athletics and extracurriculum interchangeably. The extracurriculum embraces a wide range of possible activities such as student government activities, honor societies, service groups, journalism projects, forensic activities, music activities, curricular clubs, hobby and special interest clubs, athletics, and assemblies of a certain type. The activities which are not adequately represented in these high schools include: instrumental music, speech activities, special-interest clubs, and service groups. More curricular clubs would also be appropriate.

Where possible, curricularization of these activities should be a goal. Bringing some of these into the regular school program would help solve some problems of teacher load and counting of pupil credit for participation. The groups most easily curricularized are the music activities, journalism projects, and forensic activities such as the maintenance of a specialized speech class.

65. It is recommended that a more equitable evaluation of the load of teachers sponsoring extracurricular activities be secured through establishment of a formula for counting such work on the regular load or for payment of additional salary for the activities which increase a teacher's load beyond the normal expectancy.

66. Adequate financial assistance should be given to band and orchestra activities.

67. An increased number of extracurricular activities, such as band, orchestra, journalism, speech activities, etc., should be timetabled within school hours so as to facilitate the participation by a greater number of students.

68. More emphasis should be given to group activities, such as intramural athletics, group singing, social events, clubs, assembly programs, etc., which would increase the extent of pupil participation and would not necessarily mean the de-emphasis of activities with selected participants.

69. There should be an increase in extracurricular activities growing out of the curriculum, such as radio clubs, chemistry clubs, speech activities, art, music, and journalism.

70. The present interest in the development of student participation in school control should be continued.

71. It is recommended that there be more school recognition of participation in extracurricular activities through the recording of activities on the student's permanent record card, the establishment of a point system which would limit over-participation as well as recognize participation, including these activities in the making of over-all evaluations of the student, and the inclusion of participation in group activities along with individual performances in the making of school awards.

72. There should be an increase in the extent of use of school facilities by teachers, parents, and students outside of school hours and, if necessary, procedures should be adjusted to make this more easily accomplished.

73. It is recommended that a number of extracurricular activities which have definite content or skills as objectives and which have relationship to present curriculum fields be gradually placed within the regular curriculum through definite timetabling, the giving of credit, and assignment on teacher's loads. Such activities could well include band, orchestra, journalism, speech (both dramatics and debate), and advanced art.

The Junior High Schools

The junior high school was established in Winnipeg for certain definite purposes, purposes not always parallel to those of the senior high school. The junior high school had a definite need to meet. During the years the junior high schools have been in existence, there has been a tendency for some to overlook their peculiar characteristics and reasons for being. In some instances they have become imitation senior high schools. The assignment of this subcommittee was an investigation of the junior high schools of Winnipeg to determine to what extent these schools were serving their purposes. Any other problem of peculiar application to the junior high school was to be studied also.

It is apparent that, in the minds of the staff anyway, the provision of an enriched and exploratory curriculum (as distinguished from that of the traditional eight-year elementary school) and meeting the needs of adolescents of this age remain dominant objectives of the Winnipeg junior high schools.

The staff expresses some concern over inability to determine exactly the relative holding power within the junior high schools of Winnipeg in comparison with other cities. This was one of the original purposes of the junior high school but recent social developments, such as postponing the age at which young people begin work, have largely eliminated that as a peculiar function of the junior high school. One measure of the effectiveness of the junior high school is the proportion of its graduates entering senior high school. The surveyor has secured some figures which would give the relative position of Winnipeg on this measure. These figures give the per cent the enrolment in Grade IX in October, in Grade X in October, 1947, was of the enrolment in Grade IX in October, 1946. The United States cities listed are of the approximate size of Winnipeg. There were several other cities, in both United States and Canada, for which reliable figures could not be secured.

Making such allowances as would be necessary to account for population mobility between those dates, the retention figure for Winnipeg shows relatively well.

Attention should once again be directed, as in the senior high schools, to a pupil timetable contining too many short class periods with too many varied subject preparations. The disadvantages of that situation have been presented previously.

TABLE 16

Per Cent that Grade X Enrolment in 1947
Was of Grade IX Enrolment in 1946

Alberta (entire province)	72.46
Saskatchewan (outside of cities)	80.62
British Columbia (entire province)	84.76
Calgary	82.00
Toronto	80.90
Hamilton	69.75
Windsor	85.86
Winnipeg	90.76
Omaha, Nebraska	87.03
Salt Lake City, Utah	98.75
Denver, Colorado	94.62
Des Moines, Iowa	95.00

The recommendations of this subcommittee are valid on the basis of the evidence.

This subcommittee is to be commended for its development and restatement of the concept of the junior high school as an institution in its own right with certain definite functions to perform.

74. In the junior high schools there should be a comprehensive program of extracurricular activities integrated with the general program and timetable with limits of participation set which will not encroach upon adequate time and opportunity for home influences and which are appropriate to the social maturity level of the student.

75. It is recommended that the use of student councils in the junior high schools be continued and expanded as a means of valuable social and civic training for the students.

76. The emphasis in the junior high schools upon exploratory and try-out courses should be continued in the fields of mathematics, foreign language, music, art, general shop, and general business as a basis for selection of later options.

77. Since a number of the junior high schools are currently somewhat smaller in enrolment than the size desirable for effective functioning of the curriculum, teacher administration, and provision for student need, it is recommended that as soon as practicable a minimum enrolment of 400 with suitable housing be set for each junior high school.

78. It is recommended that the organization of any city-wide guidance program include the junior high school in all its phases with emphasis upon the home-room organization in the junior high schools.

Additional Recommendations Based on Threads Running Through All Subject-Matter Investigation

79. Since all subject-field investigations suggested attention to audio-visual aids, it is recommended that:

a. The financial support of the procurement of equipment be maintained and, when possible, increased.

b. The library of films be increased, particularly in the social-studies and science fields.

c. The scheduling be facilitated so that teachers may have the aids available at proper times.

d. There be in-service training in the place and proper use of audio-visual aids as educational tools.

80. Since in-service training was a consistently reported need in all subject fields as well as in guidance, remedial procedures, the extracurriculum, and others, it is recommended that:

a. Institutes of teachers organized by subject fields be held prior to the opening of school.

b. Someone be given responsibility within the subject fields for assistance in supervision, the organization of content, and the development of effective and varied teaching techniques; and for the development and securing of materials of instruction.

c. The University of Manitoba be encouraged to expand its teacher-training programs in the fields of music and physical education along with the maintenance of its present highly regarded in-service programs.

d. The faculties take part in study programs dealing with the need for, organization of, and techniques in, guidance and remedial techniques.

e. Libraries of professional literature be made available in each secondary school.

f. Each principal be encouraged to maintain a faculty professional study including as essential subjects problems of particular importance to this school and using to the greatest extent possible the professional talents of his faculty.

81. It is recommended that the schools of Winnipeg take the initiative in securing the co-operation of other competent and representative groups in the formulation of a statement of the outstanding and characteristic aspects of the Canadian way of life as a basis for the development of Canadian citizenship through the schools and other programs.

CHAPTER XII

PRACTICAL ARTS AND VOCATIONAL EDUCATION

Introduction

The three areas of education known as commercial, home economics, and industrial arts, are grouped together in this report because they come within the general area of practical arts and vocational education and have certain problems and aims in common. There was a general local survey committee under the chairmanship of Mr. Don S. Forsyth who also served as chairman for the committee on commercial education. The home-economics committee was under the chairmanship of Miss Isobel Robson, and Mr. S. M. Mutchmor served as chairman of the industrial-arts committee.

Though the reports for each of these three committees will be dealt with separately, there are a few comments which should be made in a general introductory fashion which relate to all three areas.

There are four major problems which concern all three committees. These problems are (1) the contribution which practical-arts instruction can make (a) to general education, and (b) the relation of these subjects to job preparation; (2) the registration of pupils for work in these areas; (3) the adjustment of their curricula to fit into the training program to be provided by the anticipated new technical-vocational school; and (4) the relationship of practical-arts subjects to the general guidance program of the schools.

1. (a) Contribution of Practical Arts to General Education

One important purpose of education is to make the individual intelligent about his total environment in order that he may change it better to suit his needs. There is neither space nor occasion to discuss here the various important aspects of present-day environment, except to note that a significant part of environment in industrial society can be classified as machines, commerce, and technical operations. To the extent that these have become part of every citizen's environment, and knowledge concerning them has become essential to living intelligently together, it behooves the schools to provide instruction concerning them. Just as social sciences, humanities, and natural sciences are offered to secondary-school pupils to familiarize them with their social and natural environment, so should the practical arts be included in the core curriculum for all, to acquaint them with the home and the industrial and commercial environments in which they live.

1. (b) Contribution of Practical Arts to Vocational Training

In providing the practical arts as part of the general education of all pupils quite aside from each pupil's later specialization in the workaday world, the tendency is to train for vocational specialization. This must be carefully guarded against by administrators and teachers. On the other hand, for many pupils who will discontinue their formal schooling with high-school graduation, and for those who will drop out short of graduation, the practical arts can be made to function for job training. When, however, instruction is provided in commercial work, home economics, and industrial arts for vocational-training purposes, the process of accepting pupils, the methods of instruction, and the content of courses are different from those practical-arts courses which are offered as part of general education. Perhaps the difference between these two educational aims can be better clarified in practice when the new technical-vocational school is established. To state that the same course of instruction serves both aims is evidence of unclear thinking. At present, the courses in home economics and industrial arts are offered as part of general education. The courses in commercial work emphasize vocational-training outcomes.

2. Registration of Pupils for Practical-Arts Courses

The emphasis in the secondary schools of Winnipeg, as in schools in too many places elsewhere, is upon college preparation. And college preparation of a traditional sort. High schools are now conceived to be institutions for all the children of all the people just as much so as are the elementary schools. Yet, in general atmosphere, they are primarily concerned with the relatively few whose socio-economic conditions permit them to go on to higher education after high-school graduation and to the so-called learned professions. The observation of the home-economics, commercial, and industrial-arts committees is that pupils who are not good enough for the Matriculation Course are shunted into practical-arts courses for whatever such pupils can derive from them. This places the practical-arts courses in an unfavorable position with respect to the total curriculum of the schools. Where vocational training is involved, as in the case of commercial education, this is especially unfortunate, since it gives business a relatively poor status and supplies the employer with those who do not have the ability to succeed in culturally acceptable programs.

Whenever and wherever practical arts are offered for vocational-training purposes, only those pupils should be admitted for specialized training who possess the necessary specific aptitudes for benefiting by it and of reasonable promise of success in the vocation. General education can never be wasted whereas vocational training can be and often is wasted on pupils who have no specific aptitude for specialized instruction.

3. The New Technical-Vocational School In Relation to Practical-Arts Instruction in Other Schools

Every educator in Winnipeg is viewing with keenest interest the establishment of the recently authorized technical-vocational school. Its contribution to practical-arts instruction will be of particular interest to spe-

cialists in the field of practical arts. The local practical-arts survey committees were appointed before the by law for the new technical-vocational school was voted upon and therefore the work of the committees dealt largely with the practical-arts courses as they are now going forward. Mention is made in the report of the commercial- and industrial-arts committees of ways in which the new technical-vocational school might serve the school system in regard to practical-arts education.

4. Relation of Practical-Arts Courses to Guidance

The task of helping pupils to adjust themselves to the integrating aspects of schooling as well as to discover the specific individual aptitudes of each pupil, must be placed into the hands of teachers as well as guidance workers. Because of the kinds of teacher-pupil relationships which typically prevail in home economics and industrial arts, teachers of these subjects as well as the guidance specialists are interested in the present status of co-ordination of guidance and the practical arts and what further might be done to advance co-ordination. The local guidance committee had two reports prepared which are quoted in the following statements:

> Because of the practical nature of the home-economics and industrial-arts courses a special report was made regarding co-ordination with the guidance program.
>
> The time allotment for home economics is not very flexible, because of its status as part of general education, and also because of administrative necessity.
>
> There is provision for individual differences in most schools, by variation in time, by proportion of practical work and by the nature of the problems attempted.
>
> Pupils with a special interest in home economics evidently cannot get extra time in the subject, because of the general exploratory nature of the total program in junior high and rigid credit requirements in senior high, and sometimes because of the lack of teachers, time, or classroom space.
>
> The teachers provide for individual differences by adapting their program to the ability of the pupils and to the special needs of the community.
>
> The objectives of home economics and guidance overlap to such a degree that much material that might also be termed "guidance" is presented as part of the home-economics course, notably personal and social adjustment, good citizenship, and worthy home and community membership.
>
> Grades in home economics are assigned carefully, following a definite score card. These grades are available to the guidance staff and should be valuable.

The home-economics teachers show a real interest in guidance, and make it an integral part of their course. They appreciate help from the guidance department and feel that they have valuable information to give to it.

The home-economics teachers make the following suggestions: (a) There should be better co-ordination between the two departments; and (b) all departments should have a thorough knowledge of the problems, procedures, and courses of the others, including the methods of reporting pupil progress.

In industrial arts the courses are definitely laid down. Classes are allocated to shops by administrative convenience, although there is some attempt to place individual pupils according to their interest and aptitude.

Individual differences are provided for by a variety of work and projects, by individual instruction, by some variation in the curriculum, and by the practice of allowing pupils of different abilities to proceed at different rates.

The evaluation appears to be subjective with major stress on the finished model.

Very little information other than marks is supplied to the home-room teacher or counselor. The marks are sent but very little use can be made of them for guidance purposes.

The industrial-arts teachers make the following recommendations:

(a) A greater attempt should be made to allocate pupils according to interest and aptitude, and the co-operation of the guidance teachers might be helpful in this respect.

(b) A more uniform and comprehensive system of grading should be established.

(c) There should be better co-ordination between industrial-arts teachers and the school counselors.

The three committees, (commercial, home economics, and industrial arts) assembled valuable data on practical arts and prepared interesting and significant reports.

Commercial Education

The comments of the surveyor and his quotations from the report of the core committee under chairmanship of Mr. Don S. Forsyth are considered in the same order as in the report of the core committee.

1. Objectives and Curriculum

The commercial departments in the secondary schools of Winnipeg have been greatly stimulated in their interests regarding the reconsideration of objectives and curriculum by two activities during 1947-48. The one was the general self-survey. The other was the revision of the Program of Studies by the Department of Education. Many of the commercial teachers have been engaged in both projects. The curriculum which they are developing in collaboration with provincial officials must be followed fairly closely by all Winnipeg high schools in the future. Every person who feels responsible for the education of youth should acquaint himself with the curriculum as it is or should develop in the schools. For this reason the new commercial course of study should prove of concern to all educators and of interest to all parents.

2. Pupils

The Core Committee on Commerical Education rightly recognizes the school's responsibility toward two general classes of students. The one is made up of students who wish vocational training in the commercial field. The other group is composed of those who desire some commercial training as part of their general education with no idea of later making a living by using this kind of training.

This committee feels that the secondary schools should care for the first group by providing vocational training in (a) secretarial work, (b) accounting, (c) merchandising, and (d) general business. Commercial diplomas should be granted which would indicate areas of specialization and levels of proficiency attained by the particular student. The nonvocational students taking commercial subjects should be given permission to elect certain commercial subjects as "options" as they are permitted to do in the new program of studies.

3. Teachers

The occasional shortage of well-trained commercial teachers in Winnipeg was studied by the local survey committee on commercial education who feel that it is due to several factors: "(a) lack of provision for their training in Normal School and Faculty of Education; (b) limited demand for their services beyond the schools of greater Winnipeg; (c) up to the present, no clearly defined course in commercial studies laid down by the Department of Education; and (d) the tendency of university graduates who have once entered private business to remain there."

Throughout the North American Continent the shortage of well-qualified teachers is becoming a problem of first magnitude. This is now so important a matter that the part of the report of the local committee which deals with this situation and suggests how some of the aspects of the program must be attacked as they refer to commercial teachers is justifiably quoted at some length here.

Need for commercial teacher training.—At the meeting of the Commercial Section of the Manitoba Educational Association Convention,

1948, a resolution was enthusiastically passed which requests the training of commercial teachers both in subject content and teacher methods. This could likely be done best under the direction of the Faculty of Education, since all commercial teachers employed in Winnipeg schools will be university graduates. Courses could be initiated both in the regular sessions and at summer school. . . . .

Business experience desirable.—In order that the instructor may "feel" the business situation in all its phases of speed, accuracy, tact, and the meeting of deadlines, he should have had considerable successful office or other business experience.

Commercial teacher should enter high school early.—It seems desirable to bring the teacher to his job of teaching while enthusiasms and skills in various subjects are at their highest peak through professional training and business experience. Such arts should not be permitted to languish through disuse by requiring the young teacher to spend several years in a rural or junior school.

Special qualities of the commercial teacher.—In addition to the qualities required in all good teachers—scholarship, a winning personality, pleasing and strong vocal powers, a liking for young people—the efficient commercial instructor must be a combination instructor and athletic coach. In addition to being a master of detail he should be dynamic and of quick reaction. Habits of quiet, reflective thinking that may permeate the classes in social studies, English literature, foreign languages, and advanced mathematics, to the advantage of the pupil's training, must be quickened in commercial classes.

Sluggish thinking has no place in the shorthand, typewriting, comptometer, business arithmetic, and bookkeeping classes. The pupil must be taught to work quickly as well as accurately.

The teacher who expects his pupils to write shorhand at 100 or more words a minute, must insist on their reading shorthand plates from a textbook at 200 words a minute. He must continually pace them and exhort them by his leadership to faster and more accurate rates of attainment.

Hundreds of well-trained typists have reached copying speeds of 100 words a minute on a modern typewriter. Champions attain 140-150 words a minute. Unfortunately, the vast majority of high-school typists settle down on plateaus of 40-50 words.

Extra load of teachers of speed subjects.—Principals and administrators are not always aware that the encouragement of speed habits, day after day, and year after year with poorly graded classes of commercial pupils makes added demands on the heart and nervous system of an ambitious commercial teacher as compared with the academic teacher.

Noise of typewriting rooms.—When forty or so old-style typewriters are crowded into a room that has not been sound-proofed, the unnecessary noise impairs the efficiency of pupil and teacher. Even if all bells, for example, are in working order it is difficult for the individual pupil to hear his, amidst the clatter of adjacent typewriters. He has so many details to attend to that unnecessary noise should be eliminated. It may not be possible at this time to equip all rooms with so-called noiseless typewriters, but the ceiling and walls of such rooms could be covered with sound-absorbent materials. This is being done in many business colleges, in offices, cafes, and other business establishments.

Strain of dictation in shorthand classes.—Frequent and sustained dictation periods, with attention to timing, careful pronunciation, enunciation, and expression, plus the ample volume that all may hear clearly, make large demands on the teacher's energy. Only the vigorous physical type can stand up to this successfully until retirement at sixty or sixty-five. Administrators would do well to bear this factor in mind when making new appointments of shorthand teachers.

Eyestrain for both commercial student and teacher.—The commercial teacher must test more frequently than the academic teacher. The commercial student is turning out volumes of work rapidly in typewriting, shorthand, business-machine classes, and bookkeeping. This work must be checked daily in order that carelessness and inaccuracies may be eliminated and pupil-interest be maintained.

In typewriting classes, ribbons should be turned and changed frequently so that work may be read easily, and standards of artistic appearance established.

In shorthand, teachers and pupils will guard against undue eyestrain if pen and good paper are used for all work. The use of a hard pencil, especially with a Pitman system of shorthand—which involves position writing and disjoined vowels—is retrogressive. . . . .

Care of typewriting and business machines room.—The proper care of equipment and supplies in a typewriting room involves an extra load for the teacher in charge. Oiling machines, repair of texts and covers, attention to ribbons, arranging of supplies, listing necessary mechanical repairs, etc., must usually be done outside school hours.

Commercial teacher must keep up to date.—Assuming that the commercial teacher has received broad and thorough training in the main areas of business education, has taken professional teacher training, and undergone at least a year's successful business experience, he will still require additional training to keep up to date.

Commercial education is a relatively young field of public instruction, as compared with, say, the teaching of languages, science,

and mathematics. Business procedures are constantly changing, new machines are being added, shorthand is giving way in many businesses to dictating-transcribing machines. Frequency-word-studies are leading to revision of texts in shorthand and typewriting. New techniques in teaching are being adopted in many subjects, based on job analysis and the wealth of testing material that has been devised.

The constant exchange of ideas with businessmen will be found mutually advantageous. As a means to this end, commercial teachers should be encouraged to join such bodies as N. O. M. A. and Personnel Managers' Organizations. Adequate supervision by an expert in the field, in-service training classes, summer-school classes, frequent field trips to business houses, will prevent insularity, increase knowledge and sustain the teacher's essential enthusiasm.

4. Methods of Instruction

The members of the local survey committee direct attention to the special methods of instruction involved in the teaching of the various commercial subjects. Space in this report does not permit a discussion of their observations other than to note that they will be recorded in Volume II of the Survey Report and are worthy of reading by all who are interested in commercial instruction in Winnipeg.

5. Equipment and Space

As in all large urban communities, Winnipeg Public Schools are not alone in providing individuals with commercial training. There are many private commercial schools. If the public schools are to provide vocational training in commercial work, they should do it as well or better than the private schools. The space provided and the equipment used should approximate those of a well-organized business office.

At present the high schools are overcrowded. Space is at a premium. This situation is a handicap. The establishment of the new vocational-technical school will very likely relieve the space situation in the other high schools where it is hoped the commercial work will be better housed.

Specific recommendations concerning special machines, such as comptometers, and the more commonly used equipment, such as typewriters, are presented in the report of the core committee and are concurred in by the surveyor.

6. Co-ordination

Co-ordination of the commercial-education program of the schools was investigated and suggestions made with regard to: (a) commercial activities of the city, (b) use of machines and equipment within the school system, (c) other school subjects, (d) the guidance program, and (e) job placements. Co-ordination of activities within these areas is timely and essential to the development of an improved program of commercial training in the public schools of Winnipeg.

7. Community Relations

The opinion of employers and parents was sought by the local commercial-education committee. Time did not allow for a complete survey of such opinion. The opinions gathered from employers are presented in the Appendix of their report and can be read in Volume II of the Survey Report.

The Winnipeg schools are favorably regarded by both employers and parents. The schools, however, have been handicapped in the past by not properly certificating the students who have taken training in commercial work. Employers have a right to know the kinds of training and levels of performance of those who apply for employment from the public schools.

Though there was some divergence of opinion held by parents, most of them seemed to prefer the longer period of commercial training in high school to the shorter course in business colleges.

8. Administration

The statement of the local committee regarding the administration of commercial education is fully endorsed by the surveyor.

> The work of the high school falls into four sections: academic, home economics, industrial arts, and commercial. The system of appointing heads of departments within the school, whatever its merits or defects may be, has never been tried in Winnipeg. Administrative and supervisory duties are conducted as follows:
>
> The high-school principal is responsible for all the work of his school to the superintendents. Annually, the Provincial Inspector of High Schools observes the conduct of classes by individual teachers.
>
> However, all these officials are academically trained. They do not profess to know the special problems of the commercial teacher. Further, the work of the academic teacher is province-wide, and is detailed in the Provincial Program of Studies. Provincial examinations are set in all academic subjects. The field is constantly under review by examination boards, marking committees, etc.
>
> Within the Winnipeg system, there are in addition to the supervisory officials mentioned, full-time supervisors of home economics, industrial arts, music, and so forth. The commercial teachers, thus, are the only large group in our high schools who have no expert supervision.
>
> In Winnipeg, there has been no agency which would bring commercial teachers together regularly to discuss their problems. No one of them has authority to initiate lines of progress.
>
> The appointment of a supervisor of commercial education in our high schools has been recommended before, and we believe the idea a

sound one. We quote from the "Report of Wage Survey Commission" (Chairman, Mr. Jules Preudhomme) 1946, School District of Winnipeg No. 1, page 24 reads:

> The purpose of these observations is simply that of leading up to a recommendation your Commission makes, that as very many young people nowadays on leaving school take stenographic or other commercial employment as their vocation, your Board should now consider the question of immediately appointing a supervisor or director of commercial training, just as your District already has supervisors or directors of several other important courses. The salary schedules which your Commission is proposing include the salary for such a supervisor or director. . . . .

It would seem desirable to have such an officer appointed soon to assist in:

(a) Introducing the proposed new Provincial Commercial Program of Studies to Winnipeg Schools.

(b) Planning the layout and equipment of the Commercial Department of the proposed Technical Vocational High School.

For the present, it would seem that a part-time supervisor could give adequate service. If the appointee has not been a member of the Winnipeg commercial staff, part-time teaching experience here should prove valuable.

When the new vocational school is completed he might be head of its commercial department as well as supervisor of business education in the city.

9. Recommendations

After a year of study and reflection by the local commercial education committee under the chairmanship of Mr. Don S. Forsyth and with direct conferences and correspondence between the committee and the surveyor the following recommendations are submitted. It is recommended that there be:

1. Careful guidance of pupils who elect the Commercial Vocational Course. As one of the aids in guidance, there should be distribution of a booklet at the junior high school level, which would explain opportunities open to those pupils who specialize in the various courses.

2. Commercial diplomas for graduates of the twelfth grade in the Business Education Course of Winnipeg high schools showing levels of attainment in all subjects. Uniform final examinations for diploma course.

3. Close co-operation with National Employment Service in placing high-school graduates.

4. Part-time employment experience given students in training. Investigation of the possibility of co-operating with business houses in providing senior commercial students with part-time actual office experience should be undertaken at an early date.

5. Business Machines and Office Practice Rooms set up in each school where Grade XII commercial is taught. Business Machines Room should be equipped with up-to-date models of the machines widely used in Winnipeg.

6. Replacement in typewriting equipment. Gradual replacement should be made first of all right-hand carriage return machines with relatively new models of left-hand control, and the ultimate replacement of the oldest typewriters of all models.

7. Provision for the training of teachers in Commercial Education by the Department of Education or University, both in the field of content and teaching methods.

8. Appointed a supervisor of business education in Winnipeg high schools.

Home Economics

The local committee for home economics is headed by Miss Isobel Robson, who organized subcommittees to study: (1) statistics, (2) curriculum and objectives, (3) teachers, (4) equipment and space, (5) pupils, (6) community relations, (7) co-ordination, and (8) evening schools and community centers.

The girls of the public schools of Winnipeg are given sound training in home economics. At the junior high school level every girl is enrolled in home-economics classes. This is as it should be. Home economics at the early secondary-school level is an important phase of general education for girls. Unfortunately, it is not required of boys.

In the senior high school, home economics is elective. It is gratifying to observe the large number who register in spite of the heavy curriculum demands and the wide variety of interests which press upon the time of senior high school girls. The following statistics show the large proportion of girls in Grades X and XI who took home economics during 1947-48. From a

	Grade X	Grade XI
Number of girls	1,040	912
Number of girls in home economics	818	407
Number of girls in matriculation	543	574
Number of girls in matriculation taking home economics	395	170
Number of girls in commercial	476	345
Number of girls in commercial taking home economics	456	232

questionnaire study it was disclosed that many girls not now taking home economics in the senior high school wished that their class schedules would have permitted them to register for it.

Instruction in home economics in the elementary grades is given by the teacher of the elementary class concerned and is not under the supervision of the Home-Economics Department, with the exception of a few remedial or ungraded classes which are under the direction of the Supervisor of Home Economics.

The home-economics curriculum for the junior high schools is prescribed and was recently published by the Department of Education. The course of instruction includes food and health, clothing, personal and home management, child care and development, and related arts and crafts. All of these phases of homemaking seem apt units of general education.

In the past the home-economics instruction offered has been of a general nature; however, commencing in September, 1948, the high-school courses offered will be: (1) a technical course in home economics and (2) a home economics option course as prescribed by the Manitoba Department of Education (a summary of the course is on file). The technical course will be given in the Winnipeg high schools until such time as the proposed technical school is in operation.

In regard to the organization of the experiences of girls taking home economics, the local committee makes the following observations:

1. Organization of the Home-Economics Department is clearly defined. It is still in the experimental stage and is being critically observed as to effectiveness and efficiency. This organization is explained to the teachers at annual "organization" meetings.

2. It is the hope of the committee that the revision of the curricula will result in well-organized learning experiences both of vertical and horizontal natures--and ones which will be appropriate to the field of home economics.

Statistics which have been gathered by a subcommittee indicate that the sizes of home-economics classes are not too well balanced. The following summary indicates this fact:

Number of pupils per class	Grades VII-XI
Over 24	2.78%
20 - 24	27.62%
16 - 19	37.07%
12 - 15	23.08%
Below 12	9.45%

Because of the lack of home-economics laboratories, the schools are forced to teach sewing to twenty-two seventh-grade classes and four remedial classes in regular classrooms.

The study of the duties of the home-economics staff clearly shows that the home-economics teachers engaged in a broad variety of general school responsibilities in addition to their regular teaching responsibilities.

Though the formal qualifications of the home-economics teachers seem adequate in the light of their excellent services to the schools, a program of in-service and continuing professional training is desirable. Nineteen full-time and two part-time teachers hold at least one degree but there are ten teachers who possess certificates only. The local committee suggests that all newly-appointed home-economics teachers should hold a degree course in home economics and a further course in teacher-training.

The in-service training program for the home-economics teachers which has been going forward is reported by the committee as follows:

1. Curriculum Course and Work Shop under direction of Supervisor of Home Economics.

2. Visits to other home-economics teachers and departments.

3. Visits to Margaret Johnson Library.

4. Visits to Home Economics Library, La Verendrye.

5. Home Nursing and First Aid courses.

6. Conferences with other home-economics teachers.

7. Conferences with Supervisor of Home Economics.

8. Meetings of home-economics teachers.

N.B. The Curriculum Course and Work Shop was held in June, 1947, for the purpose of studying the Revised Junior High Course in Homemaking, and to discuss methods of teaching, teaching aids, and methods of evaluating the units contained in the Revised Course.

The supervisor is planning a similar course for June 1948, for the purpose of discussing the Revised Junior High Course which has been given during the school year 1947-48 and to discuss the Revised Senior High Course in Home Economics which will be introduced during the school year 1948-49.

The home-economics staff has felt somewhat handicapped because of the situation in regard to equipment in the laboratories. The local committee states that during the past few years, it has been difficult and in some cases impossible to replace worn out equipment in the Home-Economics Department. In order to make plans for a replacement program, questionnaires were sent out to all

home-economics teachers regarding equipment in their foods and clothing classrooms. The summary statement of their findings follows:

Food Laboratories

58% stated that oven space was inadequate
92% stated preference for electric refrigerators.
86% would like electric washing machines installed.
60% consider storage facilities for large equipment inadequate.
72% report an inadequate supply of flatware.
72% report an inadequate supply of china.
60% consider storage facilities for illustrative material inadequate.

Clothing Rooms

94% expressed their preference for storage cupboards instead of lockers.
100% expressed their preference for chairs instead of stools.
25% stated that there was a need for more storage space for books.
38% stated that there was a need for more storage space for illustrative material.
44% stated a need for new irons in junior high departments.
38% stated a need for more cutting shears.

The local committee finds that space now used in the homemaking rooms in the Winnipeg Public Schools compares favorably with that considered satisfactory by the standard set in Bulletin No. 181—"Space and Equipment for Homemaking Instruction," United States Department of the Interior.

The parents are reacting very favorably to the instruction offered to their daughters by the Home Economics Department if the returns from a questionnaire sent to a very small group of parents is indicative of parents throughout the city generally. The interest which the committee manifested in obtaining community opinion is most commendable and should be periodically checked upon a broader basis in the future.

The work of the evening schools in providing home-economics instruction for adults is an active and important phase of the home-economics staff of the Winnipeg Public Schools. A separate staff of instructors is provided in the main for the evening-school classes.

The recommendations of the local committee in which the surveyor concurs are submitted herewith. The basis for each recommendation is indicated and refers to the report of the Core Committee for Home Economics which will become part of Volume II of the Survey Report. The recommendations are presented in the order of the material found in their report.

Recommendations

9. That all instruction in home economics given in the Winnipeg schools should be under the general supervision of the Supervisor of Home Economics. (Chapter I.)

10. That home-economics courses for boys be offered in the Winnipeg schools in order to provide for the boys the help and training in meeting their personal and social needs in everyday life. (Chapter II.)

11. In order to give each pupil more attention and to make equipment more often available it is suggested that: the junior clothing construction classes be limited to sixteen pupils and advanced clothing construction classes be limited to twelve pupils. (Chapter II.)

12. That there be a more equal distribution of pupils in home-economics classes in order that space available should be efficiently utilized. (Chapters III and V.)

13. That provision be made for equipping more home-economics laboratories at the earliest possible opportunity in order to accommodate all Grade VII girls. (Chapter III, (a) 2.)

14. That each home-economics teacher be allowed four consecutive periods per week for the purpose of preparation, inventory, and maintenance of laboratory equipment and instructional materials. (Chapter II, (a) 3.)

15. That three consecutive periods be the minimum laboratory period allocated for practical work in order to enable pupils to carry through their lessons with a high degree of proficiency. (Chapter II, (a) 4.)

16. That each school should have a school staff clearing committee for the purpose of allocating teachers' duties on an equitable basis. (Chapter II, (a) 5.)

17. That all newly-appointed teachers should have completed a degree course in home economics and a further course in teacher-training. (Chapter III.)

18. That professional conferences of the staff be held each year prior to the opening days of school. (Chapter III.)

19. That further equipment and facilities be provided to make possible more extensive use of audio-visual teaching aids. (Chapter IV, Par. 5.)

20. That all the home-economics equipment be under the jurisdiction of the supervisor at all times. (Chapter V.)

21. That foods laboratories be converted to the "unit kitchen" type in order to provide a more homelike situation for the pupils and more efficient instruction. (Chapter V.)

22. That equipment indicated as being essential for home-economics laboratories be purchased at the earliest possible opportunity; and that there should always be provision made for the purchase of modern equipment as it appears on the market. (Chapter V.)

23. That textbooks be provided for home-economics pupils on the same basis as textbooks in other subjects. (Chapter V.)

24. That teacher timetables should make ample provision for teacher conferences in school hours. (Chapter VI.)

25. That the schools continue to provide a basic course in homemaking for junior high girls. (Chapters II and VI (a).)

26. That in order to provide more instructional supervision in the Home-Economics Department the Supervisor be provided with assistance at the earliest possible opportunity. (Chapter VIII.)

Industrial Arts

The study of industrial arts was carried on by a local committee under the chairmanship of Mr. S. M. Mutchmor. Its report will become part of Volume II of the Survey Report and is of sufficient significance to be of interest to all educators and parents.

There are no classes in any of the shop programs of the Winnipeg School System, at present, which could be classified as vocational in purpose. The purpose of teaching the industrial arts is general education. The committee emphasizes its faith in the statement of the objectives for this subject as set forth by the Hon. Roy Scantlin, State Superintendent of Public Schools in the 1945 revised edition of Industrial Arts Handbook, Bulletin 7B.

1. To develop in each pupil an active interest in industrial life and in methods of production and distribution. (Guidance values, general information, better social understanding, working conditions, sanitation.)

2. To develop in each pupil the ability to select, care for, and use properly the things he buys or uses. (This is sometimes referred to in less specific terms as "consumer's knowledge.")

3. To develop in each pupil the appreciation of good workmanship and good design. (Aesthetic values, consumer knowledge.)

4. To develop in each pupil an attitude of pride or interest in his ability to do useful things. (Self-respect, worthy home membership.)

5. To develop in each pupil a feeling of self-reliance and confidence in his ability to deal with people and to care for himself in an unusual or unfamiliar situation. (Self-confidence, initiative, forcefulness, aggressiveness, leadership, judgment.)

6. To develop in each pupil the habit of an orderly method of procedure in the performance of any task. (Efficiency, purposeful activity, planning ability.)

7. To develop in each pupil the habit of careful, thoughtful work without loitering or wasting time. (Industry, usefulness, productivity, planning.)

8. To develop in each pupil the habit of self-discipline which requires one to do a thing when it should be done, whether it is a pleasant task or not. (Reliability, idealism, obedience to authority.)

9. To develop in each pupil an attitude of readiness to assist others when they need help and to join in group undertakings. (Cooperation, unselfishness, getting along with people.)

10. To develop in each pupil a thoughtful attitude in the matter of making things easy and pleasant for others, and in conformity to social customs. (Consideration for others, courtesy, refinement, good citizenship.)

11. To develop in each pupil desirable attitudes and practices with respect to health and safety. (Health and safety habits.)

12. To develop in each pupil a knowledge and understanding of mechanical drawing, the interpretation of the conventions used in drawings and working diagrams, and the ability to express his ideas by means of a drawing. (Skill in rendering and understanding of drawings.)

13. To develop in each pupil elementary skills in the use of the more common tools and machines, and a knowledge of the methods of procedure in tasks frequently encountered by the average man, together with a knowledge of the working qualities and characteristics of some of our most used materials. (Tool skills, procedures, principles of machine operation, and construction practices.)

Courses in Industrial Arts

Anyone having the privilege of visiting the industrial-arts work of Winnipeg cannot fail to be favorably impressed by the instructional manuals for the various phases of industrial arts, as mechanical drawing, woodwork, etc., which the industrial-arts staff has prepared under the supervision of Mr. S. M. Mutchmor. The surveyor has had few occasions to observe better prepared instructional materials in the industrial arts. The local committee reports upon the curriculum as follows:

During the past eight years, considerable time has been expended by committees of teachers in standardizing the courses of training throughout the city.

Their efforts have taken shape in manual form and are outlines of basic principles which the teachers believe the pupils should learn and execute at various levels. They present an overview to the student in what is expected of him to learn at a given level in a given time. Previously, the pupil did not have this overview and he had to

flounder his way from week to week without having a clear picture of the goal he was to reach or what was expected of him in performance.

These manuals are meant to meet the needs of Winnipeg classes. While they are limited by this fact, they are meant to be flexible, self-explanatory, adaptable to individual differences and to independent work. They attempt to keep in mind the general interest of the pupils and to give them enough related information to stimulate the growth of these interests.

When all of this material is compiled, it will be seen in approximately thirty manuals.

It is not the thought of the Winnipeg industrial-arts staff at present to teach anything but general education in the shops. It is our thought that, if a pupil shows keen interest in the scope of our shops and from that interest develops proper attitudes towards fellow pupils, showing sympathy for their shortcomings and exhibiting an appreciation for their successes, he will not lack that which is desirable in a good citizen when becoming an adult, and those interests should carry him to success in his new endeavors.

The writing of these manuals is well underway.

It is expected that some changes in curricula will be necessary with the opening of the new Technical-Vocational School, but such is not forthcoming at present.

Unit Shops and the Teacher-Training Program

In many secondary schools that teach industrial arts for general educational purposes, so-called "general shops" are used. In Winnipeg the unit shop is used. This creates a situation in teacher-training described by the local committee in its report which is quoted herewith along with some of its suggestions for meeting the needs of the Winnipeg schools.

> The committee finds a discrepancy between its organization of shop work and the training the Department of Education gives prospective teachers in industrial-arts work. The rural and city schools outside of Winnipeg operate on the general-shop plan, while in Winnipeg most of the schools operate as unit shops with the exception of a few schools in border districts. The training offered by the Provincial Department of Education equips shop teachers for general-shop performance but this does not fully meet the needs in Winnipeg which operates to a large degree on the unit-shop plan. In the June, 1940, Volume 69, No. 22 issue of the Manitoba Gazette, on pages 40[illegible]6, are set forth the admission requirements, the junior high school interim and permanent certification regulations and the senior high school interim and permanent certification regulations. This prospectus does not seem to be followed, because quite a number of teachers in and out of the city claim that they have only repeated general shop and a somewhat one-sided philosophy in their course of study.

The committee in its discussions feels that the following points should definitely be given consideration to provide future success in our organization.

1. That a definite teacher-training program for industrial-arts teachers be set up and adhered to for the permanent certification of teachers for the junior and senior high schools.

2. That the teacher-training program should cover the subjects as outlined in the Gazette as mentioned above. The skilled courses should be given in proper sequence of learning in the various areas of shop work. At present, the system does not inform the prospective teacher what he has earned in grades and what remains to be covered before certification.

3. That a committee of at least three be established to award or approve certification.

4. That special "in-service training" courses given in the Winnipeg schools to meet our needs be recognized by the Department of Education and given credit towards certification where such training is necessary for the Winnipeg system.

Committee's Report on General Shop, Space, Equipment, and Supplies

Present general shops in isolated districts.—In the present system, there are a number of schools that are shut off from the various high schools by physical barriers throughout the city. Some of these barriers are railway yards, lack of bridges over two rivers within the city, and sufficient subways and overhead bridges. These develop a transportation problem which lengthens the traveling distance from the pupil's home school to the high school for shop work.

The present equipment in the schools of these isolated districts has been increased to develop a program to somewhat meet the needs of these pupils who do not enjoy the privilege of going to the high schools for advanced shop work.

Space.—In the past eight years considerable thought has been given by the industrial-arts staff to what should be a proper teaching load for their work. The staff arrived at the conclusion that a class should consist of a minimum of fifteen and a maximum of twenty pupils. This was accepted by the Director of Technical Education for the Province in the Department of Education as a basis of paying the technical grants.

With the adoption of the above by the Department of Education, the supervisor reduced the bench equipment of the classroom to accommodate twenty students, thereby partially improving and increasing the working space.

Although the above change has assisted considerably in improving the working conditions in come of the shops, the committee feels that from its observation, there is still some room for improvement in spacing the equipment in other shops. This spacing cannot be done until such time as there is proper storage space (lumber, metal, and finishing rooms) for materials in these schools.

Repairs to equipment.—The present system of keeping the shop equipment in repair does not seem to operate satisfactorily especially in the junior high schools.

The present system, where the principal is required to report breakages and immediate repairs on Form 6 causes:

(a) Too much delay through "red tape."

(b) Lengthy explanations to the principal (who pleads ignorant to shop requirements.

This form is sent to the Building Department, where work orders are made for the jobs and then they are given priority. This delays the classroom work.

The system of getting repair work done in the high schools is considerably better as the repair men do the necessary jobs upon verbal request from the teacher.

The committee is convinced:

(a) That the present method used in sharpening cutting knives on woodworking machines is not the best.

(b) That some machines need to be repaired to remove the vibration or chatter in them.

Supplies.—Materials for instruction have, on the whole, been well administered considering the shortages there are in various markets. Lumber has been and will be, probably, the hardest commodity to get in good quality—good quality being defined as: properly seasoned, free from "shakes" and "checks," properly kiln dried, and conforming to previous grading systems. It is not expected that the better classes of wood for cabinet and furniture building will be available for some time hence, and consequently the woodworking shops may have to conent themselves with the best that can be procured. The steel shortage has also affected some of the sheet metal but mostly the bar stock the shops use.

Back ordering.—Back ordering is not uncommon today; in fact, it is all too frequent but this is no fault of the Supply Department.

The committee approves the new form developed by the Technical Department for supplies which have been back ordered or not received

by various shop teachers, and it feels that this should assist the Supply Department greatly in so reminding them, and allow faster acknowledgment of receipt with the pink requisition form.

Pupils

Although industrial arts in both the junior and senior high schools is offered as part of general education, the school system as it now operates implies that this training is for vocational purposes. The local committee's report upon this subject is worthy of consideration and is quoted here.

> The pupils, as a whole, show considerable interest in both the junior and senior high school programs.
>
> The junior high school program, which operates for a three-year period, gives exploratory work in two fields of industrial arts. During this period, the teacher has sufficient time to teach some of the basic processes and also see them combined into some useful household articles.
>
> In the high school, the amount of shop work that a pupil may get is fixed by the course that he selects. If the student is in a two-language class, the shop program is automatically dropped.
>
> In the general or "high-school leaving" class, a pupil may get from a half to one day of shop work per week, while if he is in the pseudo-named "Industrial Arts group," he will receive as much as two and a half days shop training per week. Such time-tabling eliminates the more brilliant of the student body regardless of their interests and abilities from getting shop experience, and places those who have little or no intention of eventually learning a skilled occupation in the shops for half of their weekly time-table.
>
> The students in the latter named group have been forced to accept this program of studies because of the belief of some academic teachers and principals that as they cannot succeed with academic work, the only place for them is in the remaining field. The student is forced to remain in school on account of the school attendance law. The only course remaining available to him and which he is obliged to take, is the industrial-arts course. His interests and abilities do not warrant the teaching time or money expended on him in giving him this training.
>
> A large number of academic teachers are of the opinion that when they send a boy to take shop work, he will be instructed in some trade and upon reaching the school-leaving age, he is fitted to go into industry and take a job. Such a belief is incorrect as the high-school shops are only set up for a program in general education and not in trade training.

It is the belief of the committee that the academic teachers should receive some instruction in shop work during their normal-school training so that it would be instilled in them that the present industrial-arts program is a portion of a general educational program.

Evening Classes

The interest manifested by adults in taking industrial arts in evening classes should be noted in this report. The increase in attendance in the past several years is most impressive. During 1947-48, in order to accommodate all applicants, some of the shops operated two periods per evening and five evenings per week. If the rate of increase in attendance in the evening classes by adults continues in the future, more shops and equipment will need to be provided. Education is no longer a process which is considered to terminate with adolescence, but extends throughout all of life. Everything which can be done by educators to encourage adults to engage actively in their continuing education should be done.

Recommendations

During 1947-48 when the survey was in process, the local committee for industrial arts and the surveyor had personal conferences and exchanged ideas through a large amount of correspondence. To fully understand the recommendations which are made by the committee, and which are concurred in by the surveyor, it is essential that one read the report which appears in Volume II of the Survey Report. Some of the recommendations which are being made deal with details which may not be of great interest to the general reader. The reference following each recommendation refers to the section of the committee's report which appears in Volume II.

27. (a) That every effort should be made to permit boys with industrial-arts interests to continue to higher education.

(b) That the Education Faculty of the University of Manitoba be urged to provide an industrial-arts course allowing students to graduate with B.E. degree majoring in industrial arts. (Chapter III, Analysis of Curricula, Part B--1, Industrial Arts.)

28. That Winnipeg schools adopt the agriculture area offered in the new High-School Curriculum that will be placed elsewhere in the Province. (Chapter III, Analysis of Curricula, Part B--2, Agriculture.)

29. That the Department of Education be requested to offer a more extensive teacher-training course for the unit shop as well as the training now offered for the general shop and composite general shop. (Chapter IV, Part C, Training Program.)

30. (a) That the regulations for interim and permanent certification as set down in the June, 1940, Volume 69, No. 22 issue of the Manitoba Gazette, on pages 403-6, be followed for teacher certification and that a definite transcript be issued to the prospective teacher after each session, so that

he may know what work has been completed and what remains to be covered before he will obtain his permanent certificate.

(b) That the registrar, upon receipt of a statement of performance from a teacher conducting a teacher-training course, will recognize for college credits such work for teachers and prospective teachers, who have taken advantage of the Winnipeg Adult Evening School Program and have completed courses similar to those set forth in the June, 1940, issue of the Manitoba Gazette.

(c) That on the request of a teacher or prospective teacher, a transcript of grades received, hours of work fulfilling the course, and textbook requirements be forwarded to any teacher training college, that the candidate wishes to attend. (Chapter IV, Teachers, Part C, Training Program.)

31. (a) That on receipt of a statement of performance from the Supervisor of Industrial Arts Education for Winnipeg, the registrar will credit such teachers with grades received, hours of work fulfilling the course, and textbooks read.

(b) That the Supervisor of Industrial Arts Education for Winnipeg be given authority to expand the in-service training program. (Chapter IV Teachers, Part D, In-Service Training.)

32. That teachers on the present Industrial Arts Staff or applicants having teaching experience and professional qualifications, should be given first consideration for selection or promotion to fill staff vacancies. (Chapter IV, Teachers, Part E—1, Candidate's Background)

33. That candidates making application to the Department of Education for admission to teacher training or certification have their academic, technical, and personal credentials examined and approved by a committee of at least three or five. (Chapter IV, Teachers, Part E—2, Admission to Training.)

34. That all Muranese glass in shop windows be removed and that plain glass be replaced to increase the daylight in the basement shops. (Chapter IV, Teachers, Part F—1, Lighting.)

35. (a) That a dust and shaving collector that can meet the needs of the woodturning and cabinetmaking shops adequately, be installed in Kelvin and St. John's High Schools, and remove the present system of delivering shavings to the coal bin, which operates for the cabinetmaking shop only.

(b) That in shops where lint and dust from buffing and grinding wheels are objectionable, some suitable exhaust system should be installed.

(c) That steam pipes which pass through basement classrooms should have additional insulation put on them to lower the room temperature. (Chapter IV, Teachers, Part F—2. Exhaust Dust and Fumes, Shaving Ducts, and Steam Pipes.)

36. That provisions be made for the expanding Evening School Program. (Chapter VI, Pupils, Part B, Opinions of Graduates.)

37. (a) That the present Normal School Training Course for academic teachers in handicrafts be expanded to include industrial arts.

(b) That closer co-operation in mathematics, science, and art, in relation to industrial arts, be considered. (Chapter VII, Co-ordination, Part A, With Other School Subjects.)

38. That opinions of industrial-arts teachers be considered before recommending programs to pupils which include industrial arts. (Chapter VII, Co-ordination, Part B, Guidance.)

39. That fixed illuminated eye shields, similar to those found on Delta Grinders, be installed on all grinding and buffing wheels. (Chapter VII, Co-ordination, Part E, Safety.)

40. That all machines should be painted to meet the Pittsburgh color-code specifications for safer operation of machines now in the school plants and as a warning measure to pupils. (Chapter VII, Co-ordination, Part E, Safety.)

41. That all equipment in the various shops be standardized. (Chapter VIII, Equipment, Part A, Standardization of Equipment.)

42. That the list of equipment given in Part II of this report be considered as minimum equipment for the specified shops. (Chapter VIII, Equipment, Parts B and C, Minimum Equipment Used in the Junior High Woodworking and Junior High Metalworking.)

43. That proper space be provided for lumber, metal, storage of models, and finishing rooms. (Chapter VIII, Equipment, Part E, Space.)

44. That the school shops be reserved for educational purposes only and that maintenance work be cared for elsewhere. (Chapter VIII, Equipment, Part F, Equipment Used for Work Other Than Educational Purposes.)

45. That a requisition for repairs be made out by the shop teacher and sent directly to the maintenance department. (Chapter VIII, Equipment, Part G, Repairs to Equipment.)

CHAPTER XIII

PUPIL PERSONNEL SERVICES

I. THE GUIDANCE PROGRAM

Public education has two generally accepted functions. One is to develop a well-integrated and co-ordinated citizenry. The other is to develop in each individual his special talents for the particular tasks he will perform in society. These functions tend, on the one hand, to make all men act alike, and on the other hand, to encourage each person to be different from all others. The age-old problem of education is to institute specific educational programs that lead toward these two goals.

The integrating aspects of public instruction are far easier to administer than are the attempts to care for individual needs. Emphasizing wherein men are or should be alike permits of a single curriculum, a common method of instruction, and a single standard for evaluating success or failure. It is far simpler to have one pattern of schooling for all. To the extent that individuals cannot or will not conform to this pattern, they are out of luck. The single pattern for secondary education is typically college preparatory in character. Except for a few variations in the curriculum from this pattern, those who are not interested or who cannot succeed drop out before graduation or continue in half success or failure until the school eventually gives them a diploma. This kind of integrating program, at best, succeeds with not too high a percentage of the total youth population of high-school age.

It is equally true that the large number of course failures each semester and the impressive number of students who drop out of school before they graduate from high school indicate, in part at least, that the schools are not providing for the individual needs of youth.

It was the purpose of the guidance committee of the survey to ascertain to what extent pupils of the schools of Winnipeg were adjusting themselves to the program of education intended for them, and to what extent the schools were providing programs which meet the individual needs of the pupils.

During the past year the guidance committee under the intelligent and energetic chairmanship of Mr. Robert J. Cochrane set about to bring together data in these two general areas. So impressive an undertaking must be divided into smaller chores in order to deal with it effectively. The general guidance committee was therefore subdivided into six subcommittees each devoting much time and thought to one phase of the study. The areas investigated by these subcommittees are: (a) pupil problems and needs, (b) pupil progress in school, (c) co-ordination of guidance activities within the

schools, (d) evaluation of results of guidance efforts, (e) statistics needed by the committee, and (f) testing programs. In addition to the work of the subcommittees, three special studies were made for the guidance committee. One of these was a follow-up of drop-outs and graduates. The other two dealt with the relation of guidance to special courses of study. One of these courses was home economics and the other industrial arts.

The guidance committee as a whole, consisting of at least the chairman of each subcommittee and certain other members of the subcommittees, brought together the findings and observations of the subcommittees, and prepared a most illuminating report which they termed the Interpretive Report of the Core Committee. It will be quoted and referred to throughout this presentation, not alone because a self-survey depends upon the work of the local committees, but rather because of the genuine significance of its contribution to the present and future guidance activities of the schools of Winnipeg.

One of the first tasks which any group making a survey of guidance would have to agree upon is the definition of guidance expressed in not too general terms. The committee did this by accepting the following statement[1] concerning guidance as most applicable to the Winnipeg situation as they understood it.

Definition of Guidance

The professional process of aiding individuals in meeting their problems, in making their choices, plans, and adjustments, and in undertaking effective self-development and direction.

Aims of Guidance

A pupil personnel program seeks to meet three main sets of basic needs. Owing to the pressure of other duties, these may not be met unless special attention is paid to them through a program which renders professional assistance to the student in:

1. Educational Development and Adjustment

Selection of appropriate courses in line with individual needs, interests, abilities, and circumstances; making choices of various types of educational experience; planning an educational program.

Satisfactory adjustment to the school; getting the most out of studies.

Choice of the right type of advanced training, college or otherwise, in line with individual requirements.

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[1] R. H. Mathewson, Some Phases of Guidance. Unpublished pamphlet.

2. Personal Development and Adjustment

Social adjustment to teachers and to other pupils.

Development of favourable attitudes and habit dispositions; including health habits.

Self-understanding; the discovery of aptitudes and capacities, weak points and strong points.

Self-control; overcoming of emotional difficulties

Self-direction; learning various satisfactory modes of adjustment.

Realistic preparation for life adjustment after leaving school.

Growth of ideals looking toward a socially constructive life philosophy.

3. Occupational Development and Adjustment

Choice of training for vocational skill and knowledge.

Information on occupational adjustment and ways of meeting it.

Knowledge of occupational fields toward which individual aptitudes and interests may best be directed.

Help in obtaining work experience.

Utilization of try-out courses; occupational exploration.

Aid in finding suitable employment.

Follow-up after leaving school; assistance in occupational adjustment.

Pupil Progress

One of the greatest concerns of education, to the parent and to society generally, is acquiring adequate information regarding the normal growth and development of the children and youth. If their development is normal, social progress is assured. To the extent that children and youth are developing normally, the schools are successful. Measuring normal growth is no easy task. The guidance committee placed in the hands of a subcommittee the task of determining what instruments are being used by the Winnipeg school system to measure and report upon pupil progress with the hope that their findings would disclose to what extent normal progress is now being made by the pupils and what steps might be taken in the future to effect an improved system for recording and reporting upon pupil progress.

The following is quoted from this subcommittee's report:

Present Situation

1. Situation in Observation of Pupil Progress

Pupil progress is observed most often through the medium of teacher made subject tests on a school and classroom basis rather than through city-wide examinations.

The use of intelligence tests is increasing chiefly for purposes of grouping in the elementary school. In the junior high they are required by the Department of Education for senior high grouping purposes but are not actually so used in the Winnipeg schools. In high schools, additional group tests are used chiefly for individual counseling.

Standardized achievement tests are very little used in the Winnipeg schools except at the elementary level where they are used for diagnostic purposes.

Test selection is made chiefly on the basis of central administration advice.

There is relatively little use of the other means of determining pupil progress, such as interviews, autobiographies, anecdotal records, or case conferences, though use of these may be increasing.

2. Situation in Recording Pupil Progress

The present forms used and provision for recording pupil progress appear adequate. Teachers, however, do not appear to be acquainted with some of the forms or to realize the necessity of completing the general information section in addition to the academic sections in the Kardex Pupil Record Card. There is no general provision of cumulative folders for information other than what can be recorded on the Kardex.

The present system of keeping all records other than guidance folders in the principal's office appears satisfactory.

3. Situation in Reporting of Pupil Progress

There is no uniform system of reporting from auxiliary services to the schools or of the filing of such reports in the schools. Also the present medical cards are often unintelligible to guidance personnel.

All school records, other than Child Guidance Clinic information, are available to the persons concerned directly or by information. Clinic information is available to those concerned only by interpretations.

Only the Kardex Pupil Record Cards, Medical Cards, and P.T. cards follow the pupils, except in the few cases where cumulative folders are kept.

In elementary and junior high school, practically no record remains unless the pupil has dropped from the school.

The method of reporting pupil progress to parents shows great diversity. The basis of reporting subject standing is the percentage system. About half the schools report standing in class. Written comments are generally brief with limited interpretations of the factors entering into the achievement reported.

4. The Place of Guidance Officers in the Observation, Recording, and Reporting of Pupil Progress

In most elementary schools, the "guidance officers" are those visiting teachers, adjustment teachers, and psychologists connected with the Child Guidance Clinic, reported on separately elsewhere.

In most junior high schools there are no guidance officers except in so far as principals, home-room teachers, and teachers, of "group guidance" (one period a week) may be considered as guidance officers. However, in a few junior high schools certain qualified guidance personnel are taking an increasing responsibility for administration of intelligence tests, interviewing, counseling, and the compiling of information for cumulative folders and reporting to the National Employment Service and prospective employers.

In all high schools there are one or more part-time guidance officers doing the type of work done in the junior high schools, but to a much greater extent. They are taking the major responsibility for testing, counseling, vocational information, and employment liaison in the high schools. They are usually custodians of the cumulative folders and ascertain and compile the information for their records. They play an important part in informal case conference procedure. Their work with the pupils is largely on an individual basis. They are taking an increasing share in the interpretation (to principals, teachers, pupils, parents and employers) of pupil progress and adjustment. They are vitally concerned (within the limitations of time available) with many matters that effect the adjustment, progress and future plans of high school students.

Pupil Problems and Needs

The Guidance Committee through its subcommittee used two methods to determine the kinds of pupil problems and needs experienced by children and youth in the Winnipeg public schools. One approach was through interviews with 103 graduates and drop-outs from the high schools. This study was made by a member of the Guidance Committee. Interviews constituted the bases and method of the investigation. The principals checked the lists of those to be

interviewed. The other approach was through a study of pupils currently in the public schools.

Although the 103 youth who were interviewed represent a small percentage of youth no longer in school, this study presents the first attempt in Winnipeg to acquire from former pupils their reactions to the nature of service which they derived from the schools. In so doing, the schools are not necessarily accepting the slogan of a Chicago merchant that "the customer is always right." It does assume, however, that one approach to discovering the effectiveness with which the schools are meeting the individual needs of its pupils is to consult the pupils present and past. Interviews with graduates and drop-outs, and especially the drop-outs, are a valuable source of information concerning wherein schools have failed. Improvement in education will not come from the pride one justly feels in his success but rather success comes from a careful analysis of one's failures.

The practice of interviewing pupils at the time they graduate or drop out and then making follow-up studies of them should be instituted as a regular part of the guidance program.

Regarding the problem and needs of pupils now attending school the following statement made by the subcommittee is included in this report:

Present Situation

1. Educational Needs

All schools are making a sincere effort to meet the educational needs of their students: resources, policy, and procedure vary greatly from school to school. In spite of an extensive program of intelligence testing and a growing group of trained counselors, grade placement and allocation to courses and classes are still most often made by the principal on the basis of achievement alone. The curriculum is still too rigid to meet the needs of a number of children. It is difficult to switch from a general to a matriculation course. There is a paucity of courses at the high-school level and little assistance is given throughout the system in acquiring sound study habits. The chief victims of rigid curriculum and placement by achievement are: the pupil with limited ability, the average or bright child who is underfunctioning at the time when courses must be chosen, the student coming from another school system, and the child with health problems. The lack of any adjustment program in the high schools means that the problem is most acute at that level, although the trained counselors ensure the best possible use of existing facilities.

2. Job Placement and Vocational Information

The needs of students at the high-school level are well taken care of with an extensive program of occupational information, testing, and individual vocational guidance under trained counselors in the schools, and close liaison with the National Employment Service for placement.

purposes. Almost no attempt is made to provide similar service for students leaving school in junior high school grades.

3. Health and Physical Needs

Every school is doing its best to provide for all children a healthful environment and sufficient active play, and to encourage health habits: cramped quarters and obsolete equipment make this very difficult in many cases. Health education and nutrition have an important place in the curriculum. Winnipeg's public health services are excellent. The teachers and principals are still not making the most use of existing services, nor are they aware of wider community resources.

4. Social and Emotional Needs

Most teachers recognize the need of students for group acceptance and approval, and make some effort to establish esprit de corps within the classroom and to help new pupils feel at home. Efforts to prevent the development of problems, by helping students meet needs for affection, independence, achievement, and self-esteem, are less evident and less consistent. Although most teachers give pupils an opportunity to see them in private conference and to discuss personal problems, relatively few initiate such discussions or attempt to secure information about background of other than difficult students. Consequently, there is a considerable number of students in every school whose social and emotional needs are not being met. When unmet needs take the form of evident immaturity, e.g., irresponsibility, indifference, anti-social behaviour, lying, attention-seeking, they are generally recognized. However, most teachers fail to appreciate the significance of such symptoms of maladjustment as daydreaming and apathy.

5. Principal's Report on Pupil Problems

The three categories of pupils' problems, as reported by the principals in this study, include poor academic achievement, anti-social behaviour, and poor attitude, while they check underfunctioning, lack of parental guidance and control, and lack of social responsibility as the three most recognized underlying causes. Unsuitable curriculum was seldom considered a factor in contributing to pupils problems, although the records were kept during the months when most academic problems come to a head. Also, the infrequency with which lack of self-confidence, adolescent conflicts, fear of competition, and fear of failure were checked suggests the unfamiliarity of school staff personnel as to the basic causes and contributing factors in pupils' problems.

The disposal of problems as checked on the report, suggests that a greater understanding of school services and community resources would be of greatest value, not only to the adults responsible, but to the students themselves.

Co-ordination of Guidance Activities

The public schools of Winnipeg are actively engaged in guidance programs which assist pupils to adapt themselves to the integrating aspects of education as well as to discover and to provide for the individual interests, abilities, and needs of their pupils. In many respects, the public schools of Winnipeg have instituted an excellent program of guidance considering that this kind of service was only recently introduced.

One problem typical of all school systems engaged in an ongoing guidance program is that of co-ordinating the various phases of guidance and the services of the many functionaires who are involved in the total program.

The subcommittee on guidance has made a most commendable study of co-ordinating the total guidance program within the school system and its report is a most significant contribution to the survey of school activities now being concluded. Their report follows:

Present Situation

Guidance as a function of the school is still a comparatively new feature in our system. It had its beginnings with certain individuals on the staff who became interested in the subject and in their own time and at their own expense made a start toward a planned program in their schools. This movement began in the senior high schools and until the present time, the greatest progress has been made at this level. Little or no direction was given from the central administration and as a result the program grew—well-nourished in some areas and undernourished in others. With the return to the staff of many of the teaching personnel from the armed services, guidance received new impetus and since 1944 has made definite progress in all high schools, many junior highs, and some elementary schools. Its direction became a minor function of one of the assistant superintendents but due to paucity in the amount of his time made available, he has not become a co-ordinator of the movement but merely an intermediary for placement of orders for supplies and a minor force in directing policy in regard to staff, time allotment, and method.

Under the above conditions the guidance movement is not a well-co-ordinated program. It is a spreading growth, lacking direction but expanding in all areas without centralized leadership. The purpose of this section of the guidance report is to illustrate the existence of this condition and to point out some means of correcting it and bringing about a more co-ordinated program.

The purpose of the committee report as stated in this preamble was to answer three broad questions:

1. What degree of co-ordination exists between the various aspects of guidance within the individual school?

2. What degree of co-ordination exists in the city-wide school guidance service?

3. What degree of co-ordination exists between guidance and other educational services?

Co-ordination between various aspects of guidance within the school.—One of the most significant signs of a lack of co-ordination in our program is shown in the variation in regard to the person in whom guidance direction is centralized. In most schools the principal assumes this function but only meets with the guidance staff occasionally to outline procedure and duties and to instruct new staff members. As a result of this lack of co-ordination, students and staff are not well informed as to guidance practice and a great deal of misunderstanding prevails as to the purpose and function of the program.

Guidance has not, as yet, taken its place as a unifying influence on the whole program of the school. Regular meetings of guidance personnel to consider problems are not generally held and pooling of knowledge of students is done on an individual basis only. Guidance officers are not, in general, consulted as to changes in the whole school program and it is felt that at the present time the objective of individual programs is to solve problems which present themselves in the school rather than to prevent the development of such problems.

Guidance officers act in an advisory capacity only and are seldom given, or expected to take, administrative authority.

In schools where specialized guidance officers are provided the teachers accept them and refer problems to them. However, these officers are provided in only fourteen of the fifty-five Winnipeg Schools. Most junior high principals express themselves as favorable to the inception of the program but find difficulty in providing teacher time beyond the one period per week per class as provided by the Department of Education of the Province. Where guidance facilities are provided the students accept the service and voluntarily seek help from the guidance officer. Guidance records are used, where available, by all school officials, class teachers, nurses, visiting teachers, etc.

Many of the recognized procedures for gathering information on the development of the individual student are utilized but there is little agreement as to the extent of use. In schools which have well-instituted guidance programs some progress is being made toward a consideration of social, physical, and mental factors in the development of the student. In these schools a fairly consistent application of the information is secured.

The emphasis in senior high schools has been placed on individual guidance although even at this level there is not universal agreement.

In the junior highs group guidance is the acknowledged approach. Educational- and vocational-guidance information is supplied at both levels but it would appear that, in general, a student begins with educational guidance in Grade VII, half-time on each in Grade IX, and vocational guidance in Grade XII. Little routine interviewing of normal students is carried on at the junior high school level while in the senior high school about one-half of the time of the guidance staff is spent on routine interviewing and one-quarter on interviews with problem cases or deviates.

Degree of co-ordination existing in the city-wide school guidance service.—One of the significant signs pointing to a lack of co-ordination is apparent in a comparison of time allotted to guidance across the system. Staff members are often distributed among the schools on the basis of need as expressed by the principals, and all principals do not assess need on the same basis. It is therefore not possible to institute a basic guidance program upon which to build. Few elementary schools have guidance officers; only seven junior highs (out of 17), and all senior highs. Work suited to the junior levels must be repeated at the senior high school level because only a small number have participated in preliminary work and this results in repetition and overlapping. Some trained personnel are not being used. At the same time a lack of suitable staff is offered in some cases as a reason for failure to augment the program. Some guidance personnel have neither interest nor training in the work they are doing.

As might be expected in our patchwork program, little has been done to unify the collecting or forwarding of information. Each school operates as a unit and intelligent record-keeping with the object of preparing an informative record for all levels is only incidental. Many of the forms used are purely local and even a cumulative record folder is not in universal use. Material is seldom forwarded automatically and thus arrives too late to be of value in placement of new students.

Degree of co-ordination existing between guidance and other educational services.—Our schools refer to a wide variety of auxiliary services including the Child Guidance Clinic, health services, social agencies, visiting teachers, attendance, adjustment teachers, National Employment Service, and Juvenile Court. These referrals are usually routed through the principal but in many cases originate with guidance personnel. These agencies are not utilized to the fullest extent possible. Some schools report that they "never" use certain of these agencies and use others only occasionally. There is a lack of agreement as to the value of these referrals and even as to the method of making the referral. Some administrators and teachers show a marked lack of confidence in these agencies. However, schools which have accepted them feel that they are making a definite contribution to the program of the school. The guidance service has not as yet established a definite procedure for contacting parents, business and industry, home and school associations, or other community organizations. The schools contact parents most frequently and home and school associations least.

Evaluation of Results of the Guidance Program

One of the more difficult aspects of a survey of guidance is the attempt to measure concretely the direct results of its activities. In order to evaluate the results of guidance throughout a school system there would have to be established: (1) a clear and precise statement of objectives; (2) understanding and acceptance of the objectives throughout the entire school system; (3) a comparable guidance program, equipment, and personnel in all the schools; and (4) a scientific instrument capable of measuring the intricacies of personality which are affected by the guidance activities.

The subcommittee on evaluation reports that practically all evaluation of the guidance program is informal and subjective. The Evaluation Committee feels that no unified evaluation program is possible until a co-ordinating agency brings about a unification of aims and procedures. When such co-ordination is achieved a program for continuous evaluation and resultant modification should be established. Such a program should evaluate aspects of guidance such as the following:

(a) The effectiveness of educational guidance especially as regards change of courses.

(b) The effectivenss of group guidance.

(c) The success with which students are guided into occupations in which they are well adjusted

(d) The extent to which duties other than guidance encroach on the time specified for guidance.

There is a justifiable feeling by administrators that if guidance practices are effective they will tend (1) to reduce subject and course failures, (2) to retain in school at least until high-school graduation an increasingly large percentage of youth of high-school age, (3) to reduce the number of socially-maladjusted pupils, and (4) to provide a program of personal adjustment counseling which will enable youth to enter industry and business (or higher education) able to work with others in vocational areas in which students are interested and for which they are either prepared or possess the capabilities of acquiring the necessary skills and knowledge.

The first two of these outcomes can definitely be measured statistically, and the school authorities should start at once to interest themselves in such statistics. Course and subject failures should be reduced by diagnosing and helping individual pupils through properly instituted guidance procedures by teachers and special functionairies. This should not imply lowering of educational standards. To declare that there can be only a small percentage of course failures, as has been done in some school systems, is a gross misinterpretation of the purpose of guidance. There should be a reduction in failures, however, if diagnoses of pupil difficulties and remedial methods are justifiable procedures in the schools.

By the same token, the number of youth who drop out of secondary schools short of graduation because of lack of interest or failure should be reduced. Though secondary schools generally point with just pride to the large increase in enrolments in recent years, the number of drop-outs is still greater than it should be.

Measuring outcomes of guidance practices in terms of adjustment of individuals to school, community, and vocational life is not a simple task. The schools should give serious thought, however, to devising measures of such matters as social maturity and adjustment in children and youth.

Statistical Studies

Several of the statements which are made in the report of the Guidance Committee were based upon data which were brought together by a subcommittee. The summary statement of this group is presented herewith:

(1) The emphasis in Junior and Senior High Schools is upon the language or Matriculation Course (Tables I and II, Volume II).

(2) Principals report that the main factor determining the course chosen is the ability and initiative of the student. (Tables I and II, Volume II). The good student is apparently encouraged by principals and teachers to select the language course.

(3) The casualties in Winnipeg seem large. The largest relative drop comes between Grade X and Grade XI. (Table V, Volume II).

(4) There is a far larger percentage of drop-outs in the General Course than in the Matriculation Course. The General Course, non-language, is set up to meet the needs of those who do not intend to go to the University. It is obvious that it is not fulfilling its original design (Tables III and IV, Volume II).

(5) A large percentage of the drop-outs occurs during the summer vacation, and of these the school has practically no record (Tables II and IV, Volume II).

(6) The average student dropping out is of less than average mental ability according to ACE tests, does poorly on his last examination, and is over-age for his grade (Table VI, Volume II).

(7) Some drop-outs from the system who are of better than average mental ability, have made their best mark on their last examination and are not over-age for their grade.

(8) Little is done by any school to keep in touch with its graduates.

(9) The cost of guidance in Winnipeg schools is increasing but not definitely known.

Interpretive Report of the Core Committee

The function of an educational self-survey has been met in so far as a report is concerned when the local groups have gathered the data and opinions they set out to acquire and have given their interpretation of the present situation, especially noting their views regarding the next step to effect an improved educational service to children and youth. Their interpretative report is quoted in full because of its soundness and usefulness and also because it presents a fitting concluding body of worthy recommendations in which the surveyor has participated and with which he enthusiastically concurs.

> Guidance in Winnipeg schools may be said to have passed from infancy to adolescence and is suffering from the awkwardness and conflicts similar to the conditions experienced by any adolescent. It originated in the interest and efforts of individual teachers in widely separated school units who had caught a vision of the service which might be rendered to students through a guidance program.
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> Its development has more or less followed this unit pattern. The evidence which has been gathered indicates that the service has now reached the stage where unification and co-ordination are prime essentials if the program is not to become a sprawling mass with little in the way of common philosophy, objectives, procedures, and outcomes. There is no thought in the minds of the committee that the program should be rigid but rather that there should be a common framework within which there would be ample flexibility to allow the unit program to take that direction which would best meet the needs of the students. Nevertheless, the progress of the guidance service in the city is retarded because of the lack of co-ordination in such fields as (a) the selection and training of guidance personnel; (b) methods of identifying and meeting students' needs; (c) student and counselor time-allotment; (d) program content at common levels; (e) relative emphasis on group and individual guidance; (f) selection, administration, and interpretation of tests; (g) placement practices and evaluation of services rendered.
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> Furthermore, there is a definite lack of understanding by the various allied services as to their functions and relationships in the whole educational system. This lack of understanding hampers the mutual relations of guidance and other services and can only be overcome through the officers of a co-ordinating agency. We are not prepared to suggest what type of co-ordinating agency should be set up, but offer the following possibilities:
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> (1) That distribution of duties within the superintendent's department be made in such a way that one of the superintendents would be able to give adequate time and attention to the guidance program.
>
> (2) That a guidance committee representative of the various levels within the school system should be set up. This committee would be advisory to one of the superintendents in whom final authority

would rest. Its function would be the organization and administration of guidance in the schools of Winnipeg.

(3) That a director or co-ordinator of guidance be appointed. His function would be to organize and administer guidance in the Winnipeg schools and to co-ordinate guidance with other educational services.

As mentioned before, many of the aspects of guidance have been hampered in their progress through lack of co-ordination. As we now deal with each of these aspects in greater detail, we cannot emphasize too strongly that progress in the program as a whole is dependent upon a greater degree of co-ordination and unification.

The method of recording and reporting pupil progress has not kept pace with the broadening view of education as the all-around development of the individual. Recording and reporting must be placed on a much broader basis to obtain a picture of the individual's progress within the limits of his own capabilities. To achieve this end, greater emphasis must be placed on the verbal or descriptive method and on the individual's progress in fields other than the purely academic one. A cumulative report form, to follow the student through all levels of the school, should be developed and used universally throughout the school system. It is essential that some system be devised to provide permanent school records to be retained in any school through which the student has passed. There is room for a wider use of standardized diagnostic and achievement tests for the purpose of measuring pupil progress. Local "norms" should be established on those tests used on a system-wide basis and an attempt made to develop tests locally to meet the needs of Winnipeg students. Greater supervisory aid should be given in the construction of teacher-made tests.

The whole field of testing in the Winnipeg schools merits careful consideration in planning for future action. The Child Guidance Clinic has developed a testing program much superior to that carried on by individual schools. Proper attention is paid to methods of selecting and administering tests and interpreting results. In other instances, it is the too common practice that tests are chosen on the basis of general popularity and that important judgments are made on the basis of one-test performance only.

It may be stated that, in general, the schools of Winnipeg meet the needs of the normal boy or girl within the curricular limits imposed by the Provincial Department of Education. These restrictions are very real, especially at the junior and senior high school levels. Since at the elementary level educational needs are much the same for all students, and individual differences relatively few, these restrictions do not operate to the same extent to the disadvantage of the pupil. In those cases where the curriculum offers an obstacle the services of the adjustment teachers do much to meet the needs of the individual child. At the junior high level, indi-

vidual differences are on the increase and facilities to meet these differences do not keep pace. As a result many students do not have the opportunity to do that kind of course sampling which is one of the foundation principles underlying the establishment of the junior high school system.

The small amount of counseling carried out in the junior high school at present results in students not being placed to the best advantage even in the courses now available.

A large increase in the amount of counseling time at the junior high school level is needed. In addition, the remedial work carried on by the adjustment teacher should be extended through the junior and senior high school.

Statistics reveal that the number of drop-outs increases steadily from Grade VII to Grade XI, and this may indicate that the inadequacy of the program to meet the needs of the students is one of the main factors.

It is significant that very little attention is paid to students at the point of school leaving and steps should be taken to remedy this situation. Due to tradition, public attitude, and domination of the local University, the Matriculation Course carries a prestige out of all due proportion to its suitability for the mass of students. It is hoped that the courses of the revised curriculum for senior high schools will have sufficient flexibility to meet the needs of students other than those who eventually attend the University and that these courses can gain acceptance by students, public, and educational authorities.

Although considerable effort is made to give educational guidance to junior and senior high school students, the basis of counseling for this purpose should be widened to put a new emphasis on factors other than past academic achievement.

The studies made in home economics and industrial arts reveal that little counseling use is made of information regarding pupil achievements in these fields. In part, this is due to the limited flow of information between the departments concerned.

The health needs of the students are on the whole adequately taken care of. There is evidence that added provision should be made to meet the curricular needs of students with slight physical defects. There appears to be a continuous flow of information and referral from the school to the medical service but there is room for improvement in the opposite direction. Medical information would be of much greater value to the school and guidance service if recorded in terms intelligible to the layman.

The educational program of the Winnipeg schools offers a wide variety of both curricular and extracurricular activities which

provide a suitable climate for the social development of students. The importance of social growth is recognized by the staff generally but lack of organization and direction has rendered the program ineffective in the case of many individual students. A co-ordinated and directed program of guidance would do much to correct this situation. From studies made, it would appear that teachers and principals should receive further training in the identification of pupil problems and that a new emphasis should be placed on the personal relationship between teacher and pupil.

Practically all schools with guidance programs at the junior and senior high levels are attempting to give vocational information to students. These efforts would be more effective if there were a common source of information and if counselors were given some help on how to use it. Job placement is one of the functions of guidance and the Winnipeg Schools at present attempt to place students through National Employment Services and through contacts of the individual school with employers. The committee is divided on the need for a junior placement office through which would funnel the placement problems from all city schools. Such an office would afford an excellent training experience for counselors if it were organized in such a way that placement duties were rotated through the city-wide counselor staff.

Prior to the present survey, no attempt has been made to evaluate the effectiveness of the guidance program. As a matter of fact, until there is greater evidence of a planned program with common aims and procedures and a better understanding of the functions and relationships of guidance, evaluation appears to be impossible. Presupposing that such a co-ordinated program were developed, continuous evaluation becomes a "must." Its purpose would be the appraisal of present program content and procedures as a guide to future action in building a service to more nearly meet the needs of the students.

The committee feels that the present over-all picture of the guidance service is encouraging. However, there are many problems and obstacles that must be met and dealt with intelligently if the service is to grow to its full stature. Winnipeg is peculiarly situated in that it is the only large urban centre in a Province which is largely rural in outlook. The educational system of the Province of Manitoba is highly centralized in the Department of Education. This Department exercises a tight control over curriculum and time distribution to subjects. It has shown little inclination to allow that latitude to the Winnipeg School Board which is necessary to adjust the program to meet urban needs and problems.

The revised curriculum which will be introduced in the high schools in the next school term provides guidance time of one period per week per class. Although this seems adequate time allotment for group guidance purposes, it is questionable whether the Department

will permit sufficient teacher time to be devoted to counseling. This problem should be kept in mind in planning a greatly expanded guidance service.

Viewing guidance as a "professional service" it may be said that Winnipeg offers something less than this. This is due to the history of the guidance movement in the Winnipeg schools and to the want of a sound basis for selection and training of guidance personnel. It is imperative that under a well-planned guidance program personnel should be selected for their interest and aptitude in the field and their professional training. There is a great need for extension of opportunities for in-service training, for contacts with experts in the field, and for workshop experience. There is a dearth of scientific and statistical data necessary for efficient operation of a guidance service. To supply this want, it is recommended that a properly organized statistical and research department should be set up. The matter of physical set-up in the schools for guidance service is another problem which must be faced. With few exceptions, no provision is made for counseling offices or rooms and consequently there is no place in the individual school which is recognized to be the centre of guidance.

Of almost equal importance is the need for a centrally located club room where members of the guidance division may meet to discuss problems, obtain literature helpful to them in their work, and which will serve as a centre of guidance in the city.

One of the greatest obstacles to the further progress of guidance in Winnipeg is the misunderstanding or lack of understanding of "guidance" itself, its functions and relationships both within the educational system and within the community. It is not fully understood by many people including guidance personnel, that guidance is always advisory in function. Therefore, principals and instructional staff in many instances look with suspicion on the guidance service. The general public is inclined to view the guidance counselor as a wizard who can solve the problems of youth with a wave of his magic wand. It would be a major function of any co-ordinating agency to undertake an educational program directed toward the schools and the community as a whole. An outgrowth of this program might be the establishment of an adult community counseling centre, which is much needed in Winnipeg at the present time.

It is the considered opinion of the committee that improvement and progress in the Winnipeg guidance service will be proportionate to the degree of co-ordination which is effected in the near future.

II. THE CHILD GUIDANCE CLINIC

Every person seriously interested in the services of public education in Winnipeg should read the report which was prepared by the Core Committee of the Child Guidance Clinic. The Child Guidance Clinic endeavors to co-ordinate all special services provided by the Winnipeg Public Schools "to help children develop within themselves the strength to solve their own problems so that they may better meet the demands of their own social environment."

The clinic has three broad objectives which the committee states as:

1. Services designed to adapt the machinery of mass education to the needs of individual children.

2. Assistance to classroom teachers and administrators in applying principles and techniques of mental hygiene.

3. Provision of highly skilled personnel to cope with serious problems of maladjustment.

The public school system of Winnipeg does much to provide adaptive services for children who are not making satisfactory progress in their studies. Such services are co-ordinated by the clinic and consist of the following kinds of activities: psychological testing, adjustment teacher service, auxiliary classes for handicapped children, speech correction, remedial reading, visiting-teacher service, health service, and psychiatric service.

The efforts of the Child Guidance Clinic through the Self-Survey to evaluate its own activities is commendable. The committee's observations are recorded here because of the significance of them. The following studies were made as a part of the Self-Survey:

1. A systematic sampling of cases—every tenth one from a file of eight hundred cases.

2. Follow-up of a number of children studied at the Clinic over the past seven years.

The conclusions reached by the committee are concurred in by the surveyor:

1. That children are not being referred to the Clinic at an early enough age. Yet there were very few children who had not shown signs of maladjustment at an earlier age, when more effective treatment could have been applied.

2. That most children referred to the Clinic were underfunctioning at school. The median I.Q. was 100, the median age twelve years, the median school placement Grade V. While more research needs to be done in this field, it would appear that underfunctioning at school not accounted for by such obvious factors as frequent illness or change of school should be considered as an early indication of emotional maladjustment and treated accordingly.

3. Schools vary widely in the use of the Clinic's diagnostic and therapeutic services. Although research indicates that the incidence of maladjustment is fairly constant through all sections of the population, regardless of social or economic status, there are some schools that have scarcely ever referred their maladjusted children to the Clinic for assistance.

4. Consistent and adequate follow-up work is necessary if the Clinic's recommendations are to be carried out to achieve the ends desired. In the early days of the Clinic, because of the small staff, the unfamiliarity of school and public with Clinic procedure and value, and the relative lack of remedial resources, the Clinic was chiefly diagnostic, and it was not always possible to get its recommendations accepted by school personnel or parents. With the development of services such as that of the adjustment teacher, visiting teacher, speech therapist, and reading clinic, more of this work is being taken care of. The number of cases referred, however, has grown faster than the facilities of the Clinic, with the result that follow-through studies are not as yet completely satisfactory. There is a definite effort on the part of the Clinic to cope with this urgent problem.

The public schools of Winnipeg are fortunate in the leadership of, and services rendered by, the Child Guidance Clinic. Three recommendations are submitted which should be given serious consideration by those interested in the development of public educational and psychological services to children in need of special aids in order for them to make reasonable progress in their development.

1. The emphasis on preventive measures which those in charge of the Child Guidance Clinic are giving to the work should be supported and fully encouraged by the school board and its administrative officers. The adage that "an ounce of prevention is worth a pound of cure" was never more applicable to any situation than the one to which it refers in this instance. Much is being done to make the classroom teachers intelligently alert to the danger signals which indicate potential maladjustments in pupils. Much more must be done in this regard. The aim at all levels in education is to engage teachers who understand human development. At no level in education is this more important than at the preschool and elementary-school levels. The classroom teacher is a vital factor in all special personnel services and should be regarded as the primary force in any guidance program. Special services and specialists are a secondary line of activity. This is the philosophy of the Child Guidance Clinic and should be given support to make it effective in practice.

2. The recommendation of the Guidance Core Committee, that the next important development in the guidance program in Winnipeg should be the coordination of all guidance services, also should be emphasized in connection with the work of the Child Guidance Clinic. So much that is worth while is now in practice in the Winnipeg Schools that further improvement can now be realized only through a well-planned program of relating all the guidance efforts throughout the school system into a well-integrated program of guidance services to all the pupils.

3. The office and conference space which is now provided for the Child Guidance Clinic is meager and inadequate and is a tremendous handicap in carrying on the well-conceived and needed special psychological services to the children of Winnipeg. Additional space should be provided at the earliest possible date for (a) individual conferences, interviews, and test administration; (b) individual desks for staff functionaries; (c) adequate filing of tests and testing materials; and (d) administrative direction for the total program.

PART III

SUMMARY AND APPENDIX

CHAPTER XIV

SUMMARY OF PRINCIPAL FINDINGS AND RECOMMENDATIONS

Introduction

This chapter presents only a brief summary of the principal findings of the local survey committees and the most important recommendations of the survey staff. Many of the findings out of which the recommendations have emerged are published in full in Volumes II and III which will be available in the school and public libraries and in the central administrative office of the school board. Readers who want a more complete treatment of the findings and recommendations than is given in this summary chapter are referred to the contents of Volume I and the two volumes of limited copies mentioned above.

It must not be assumed by the reader that the public schools of Winnipeg are inefficient or seriously lacking because many recommendations have been made by the survey staff. Any school system of the age and size of that of Winnipeg would naturally have many unmet needs which would warrant recommendations requiring change. The recommendations should therefore be considered by the reader as presenting problems worthy of study and consideration in the development of a long-term program of improvement for the Winnipeg schools.

The school system has many outstanding accomplishments and many features worthy of praise. This does not mean that those responsible for the schools should take the recommendations lightly. It does mean that next steps in improvement should be recognized and that the recommendations should become the goals of the school community.

With this in mind the survey staff has presented its recommendations for the consideration of the citizens of the school district, the school board, and the administrative officers, supervisors, and teachers. It is believed that the recommendations furnish the basis for an evolving program of school development which will challenge the constructive efforts of everyone interested in, and associated with, the Winnipeg schools.

I. Board of Trustees

The citizens of Winnipeg exercise their authority over the public schools through a board of trustees, five selected from each ward, and elected for a term of two years. The terms are staggered so that approximately half of the members are elected annually. The By-Laws of the Board provide a salary for each member of $600 per year.

The member of the survey staff assigned to study the school board and its method of functioning observed the board in session three times and secured responses from twelve of the fifteen members to an inquiry blank containing 222 questions. The board members revealed by their attitude toward the staff member and the answers to his questions their high sense of duty and willingness to consider changes in procedures that would give promise of better services to the schools of the district.

After careful study of the board and its methods of transacting business, the surveyor has submitted fifteen recommendations for the consideration of the board and the citizens of the district. The adoption of some of the recommendations rests with the board itself; others will require the support of the citizens in securing amendments to the Public Schools Act.

In the space allotted to this summary it is not possible to give in full each of the fifteen recommendations. Accordingly only the substance of the recommendations is given. As suggested in the foregoing section, persons interested in a full discussion of the recommendations and the apparent needs out of which they emerged, should read the first chapter of the School Survey, Volume I.

The consummation of recommendations, such as those pertaining to a better method of selecting board members (1 and 2),* and the reduction in the size of the board from fifteen to nine members (4), depends upon the citizens of the district. The results may be achieved in part by changes in the By-Laws and in part through amendment of the Public Schools Act. Leading citizens who believe in the merits of these recommendations must accept responsibility for bringing to fruition the changes proposed.

Some of the recommendations, such as the longer term for board members (3), more efficient methods of transacting board business (5), compensation for board members based on reimbursement for expenses only (6), and the quality of services rendered by individual members (13), can be realized through the efforts and activities of the board itself. Changes in the Public Schools Act, in the By-Laws of the Board, and in the attitude of individual board members are required if the improvements recommended are to be achieved. In the judgment of the surveyor, the adoption of some or all of the recommendations under consideration may be anticipated within a few years.

Another group of recommendations pertain to problems and policies of the board. These involve the relations of the board with executive officers (7), a policy with respect to school and community relations (8), the definition of the function of the school in the social order (9), the understanding of budget making and administration (10), the employment of married women for teachers (11), the need for administrative research as the basis in formulating administrative policies (12), the urgency of revising the operating By-Laws of the Board (14), and the advantage of establishing the unit type of administrative organization (15).

*Refers to numbers of recommendations in the complete report.

Improvements in the administration of the schools of Winnipeg must begin with the board itself. That the board is not averse to considering the possibilities of such progress was shown by its attitude toward the survey and its willingness to have board procedures and practices examined along with the work and activities of other departments of the schools.

II. The Superintendent of Schools

The superintendent to a greater extent than any other employee of the school board is responsible for the general character of the schools. To him should be entrusted the over-all management and supervision of the schools and the direction of those with whom he is associated. The relation of the board and its superintendent should be that of board of directors and its chief executive officer, since education is the principal function of the schools. The board should exercise its administrative responsibilities through the superintendent, reserving for itself final authority over his recommendations.

The board has very wisely delegated to its superintendent the general management and educational leadership of the Division of Instruction. It has not encumbered him with numerous specific rules and regulations for the employees of his division but has placed on him the responsibility for using the services of these employees effectively. Even so the powers of the superintendent over other divisions of the school system which are ancillary to the function of instruction are restricted. Ultimately this should be corrected through reorganization, and it is so recommended.

In all, thirteen recommendations are made with the intention of guiding the board in making the most effective use of the professional leadership of the superintendent. Some of these recommendations are intended to direct the attention of the superintendent toward a better use of his powers under the conditions which exist at present.

The recommendations which should engage the attention of the board pertain to (a) methods of transacting business which affect the efficiency of the superintendent (6), (b) the establishment of an administrative organization which will enable the board to keep the function of instruction and its improvement foremost in all board deliberations (7), (c) the utilization of special meetings for the presentation of educational problems and reports for the information and understanding of the members of the board (8), and (d) the importance of improving the office conditions of the superintendent and other administrative officers (9).

The other recommendations directly concern the functions of the superintendent. He is advised to analyze the duties of his office carefully and to determine those which his time will not permit him to perform promptly and efficiently at present because of the urgency of more important duties and to delegate such duties as can be performed by assistants to present members of his staff or to new assistants whose appointment he recommends (1 and 2).

It is recommended (a) that the superintendent and his assistants collect reliable data needed by the board in the selection of school sites, in meeting

the requirements of new buildings, and in making changes in present buildings (3); (b) that he prepare a statement of standards for use in selecting new principals with the participation of a committee of principals for the consideration of the board in the formulation of an appointment policy (4 and 5); (c) that he define clearly the relations of central-office supervisors and school principals (10); (d) that he perfect the plan now in use for the merit appraisal of teachers with the participation of the teachers and the staff of principals and supervisors (11); (e) that he spearhead a co-ordinated effort to formulate a comprehensive policy for the cultivation of wholesome school and community relations (12); and (f) that he establish effective working relations between his staff and the Provincial Department of Education with special reference to the school curriculum and instruction (13).

III. Responsibilities of School Principals

The principalship is generally regarded as a key position in city school administration. The school board and the superintendent are very dependent on the school principal to serve as their representative in the local school, to assist the teachers, to direct the management of pupils, to counsel with parents, to carry out the policies of the central office, to enforce the rules and regulations of the board, and to execute the instructions of the superintendent.

A special committee of principals was appointed to study the professional status of the school principal in Winnipeg and to consider the duties and responsibilities assigned to him in the organization, administration, and supervision of the local schools. This committee distributed a lengthy questionnaire to all the principals requesting that they take stock of the uses made of their time and that they give their frank reactions to the regulations and conditions under which they work. The findings of this committee have had considerable weight in determining the twenty-one recommendations on the professional status and duties of school principals submitted by the survey staff. The recommendations point out the needs and propose specific remedies for the improvement of the services of the school principals in Winnipeg.

Readers interested in these recommendations are referred to Chapter III, which contains a comprehensive discussion of the recommendations. In this summary only a brief characterization can be given of the problems to be solved if the principals are to make the maximum contribution to the improvement of their schools.

The schools of Winnipeg are part of a highly centralized provincial system of education. In addition the local administration has become increasingly complex because of the growth of the system and the rapidly changing conditions which influence education. The principal as an intermediary officer between his teachers, pupils, and local school community on the one hand and the authorities over him on the other hand tends to become confused as to his duties, responsibilities, and administrative relations. This confusion should be resolved and the recommendations indicate how it can be done.

The inquiry of the committee disclosed the many duties and responsibilities principals are expected to perform. Some of these are creditably performed; others are not. Lack of adequate professional training in some cases

is responsible for the condition reported. Ways are suggested in the recommendations of improving the situation. A seminar for principals during the school year, a workshop at the beginning of the year, meetings with the principals to consider school policies, and a manual of administrative instructions dealing with the numerous problems and procedures which confront the principals in their work, are some of the proposals made in the recommendations.

The recommendations also cover many of the specific difficulties reported by the principals and offer definite suggestions for resolving the difficulties. In brief the twenty-one recommendations constitute a long-term program of professional in-service improvement for the principals and a program for the preparation of persons aspiring to appointment to principalships in Winnipeg.

It should not be inferred by the reader that the principals in Winnipeg generally are unprepared for their present duties and responsibilities. Many of them through both experience and training have distinguished themselves as leaders in their respective schools and in the profession of education. The study was undertaken to help good principals to become better principals and the recommendations were formulated with this proposition in mind. The recommendations should also be of help to the central administrative office in setting up standards for the identification of promising candidates for principalships within the Winnipeg system and for guiding their pre-service preparation for subsequent employment as principals.

IV. The School Plant

The development, maintenance, and operation of the school plant present many problems for school boards and their executive officers in rapidly growing communities. These problems are further complicated at present by the phenomenal increase in the birth-rate which has followed in the wake of World War II. Restrictions on school construction during the period of the war have also served to increase the disparity between the present school plant and the plant facilities needed to provide the school accommodations required in many communities.

In Winnipeg this situation is more acute than in many comparable cities. The school plant in Winnipeg was 80 per cent depreciated on December 31, 1947. This means high maintenance cost and problems of replacement. These problems would be enough for any community to solve but the problems are further complicated by the demand for new facilities caused by the rapid increase in birth-rate indicated in the preceding paragraph, which will be felt in the increase in school enrolment until after 1960.

In Chapter IV of the Survey Report seventeen recommendations are presented which are intended to make clear to the school board and the citizens the nature and extent of the plant changes required to bring the school facilities into line with the needs of the community. The recommendation is made that it is not good public policy for a modern city to house its children in outmoded school buildings. The effect of the school environment provided by obsolete and substandard buildings on the physical, mental, and aesthetic development of children housed therein during the formative period of their lives is unfavorable and is a definite obstacle to good education.

Accordingly, the survey recommends that fourteen old three-storey buildings, long ago fully depreciated, and now considered a liability to good education, should be razed and rebuilt or relocated on new sites and new buildings erected as soon as possible. A second group of eight buildings around forty years old which are also fully depreciated and a third group rapidly approaching full depreciation—now 35 to 39 years old—should be replaced or reconditioned as soon as funds will permit, after the problems presented by the first group of fourteen are solved.

The forecast of future school enrolment shows that the board will need to provide a minimum of thirty new classrooms a year for the accommodation of increasing enrolments in the kindergarten and first six grades for the next ten years. In addition, 113 new classrooms must be provided for increasing enrolments in the junior high schools between 1955 and 1960. The senior high school enrolment will increase rapidly after 1960. At that time many of the high-school facilities now considered very unsatisfactory will be fully depreciated and will need to be replaced.

It is therefore apparent that the school board in Winnipeg faces an enormous school-building program for the next fifteen years caused by the urgent need for expanded facilities and the replacement of obsolete structures which are a hazard to the health and safety of the school children and excessively costly in operation and maintenance. The recommendations pose the problems for the board and suggest the manner of staggering the solution of the problems over a period of years.

The neighborhood concept proposed by the Metropolitan Planning Committee and the Winnipeg Town Planning Commission for new school buildings is commended as a practicable and efficient method of meeting school and community needs. The board has very wisely decided to experiment with this plan in two or three centers before committing itself to a pattern of general construction as was done when the many three-storey buildings were erected fifty to sixty years ago.

The recommendations deal with the many problems which involve the operation and the maintenance of buildings, school site and the development of school grounds, school equipment and seating, school heating, and the effects of building conditions on pupils and teachers. Committee findings in all these areas were utilized in the consideration of the recommendations made.

V. Finance and Business Administration

Chapter V of the Survey Report contains a comprehensive discussion of the finances of the school board and its business practices. On the basis of the findings of the survey committees working in these areas the conclusion is reached that the school finances are efficiently administered and that the business practices although generally satisfactory can be improved in certain respects. Sixteen recommendations stating problems and suggesting solutions are submitted for the consideration of the board and its executive officers.

Some of the recommendations are of special concern to the citizens who foot the school bills. One of these pertains to the cost of education in

Winnipeg. The tax rate in Winnipeg for schools is 4.27 mills higher than the average in seven comparable cities in the United States in which the valuation of property for tax purposes is approximately the same. The difference is that in Winnipeg nearly one third of the taxable property (29.4 per cent in 1946) wa exempt from local tax. If this property had borne its share of the tax burden the rate in Winnipeg for the support of schools would have been 5.49 mills less than the average of the seven United States cities with which comparison is made. It is therefore apparent that the citizens of Winnipeg cannot likely expect any reduction in local property taxes for schools in the future unless the government which grants the exemptions increases its grants for schools.

In view of the impending increase in school enrolment, the need for expanded facilities, the replacement of obsolete school buildings, and the effect of rising living costs on the salaries of the employed personnel of the schools, the citizens of Winnipeg may have to face the issue of increasing their local property taxes for schools unless other sources of revenue are found. The alternative, lowering the standards of the school, would be equivalent to underwriting the decadence of the city.

The members of the survey staff fully appreciate the situation and they have recommended that the executive officers of the school board should defend with supporting data and authoritative opinion their requests for appropriations when the annual budget is under consideration. It is also recommended that a commission composed of local and provincial leaders be appointed to consider ways and means of securing increased revenue for the support of the schools without a further increase of local taxes, if possible.

The other recommendations pertain very largely to the methods of transacting business—purchasing, paying bills, keeping records, and auditing. The carrying out of some of the recommendations will require some modifications in long established practices. To the extent that the suggested changes give promise of increased efficiency, economy, and improved results, they merit the consideration of the executive officers and the board. It is not always easy to tell when a practice or procedure should be changed. But since no practice is ever an end in itself, but only a means to an important end, the practice should undergo change whenever improvement appears possible.

Two outstanding needs should receive early consideration by the board. The first is a maintenance shop of the factory type for the repair and maintenance work. At present this work is carried on under the most trying and difficult conditions and waste is inevitably involved. This waste could be eliminated and work of higher quality turned out under better conditions. The second is a central storage building for equipment and supplies. The present quarters used for this purpose are inadequate and unsuited and as a result waste is unavoidable. It is recommended that the board go forward with both of these projects as soon as plans can be perfected.

VI. School and Community Relations

The outstanding need in the betterment of school and community relations is the development of a co-ordinated, unified effort under vigorous and sustained leadership along lines which have already been established.

Development, therefore, is required along two lines (1) the formulation of a clear-cut policy for school and community relations, and (2) the assignment of responsibility to an individual who will have the time to translate the policy into action.

The schools must be clearly interpreted to all employees of the board before they in turn can accurately interpret the schools to the public. This may require the publication of a regular house-organ for all employees in addition to the weekly communication of the superintendent to principals and teachers. This organ should be prepared by a representative group of employees including the Superintendent of Schools and the Director of Public Relations recommended in a preceding section of the survey, if appointed.

It is believed by the survey staff that the carrying out of four recommendations are essential to the improvement of school and community relations in Winnipeg.

1. The interpretative services of information and publicity should be co-ordinated and developed comprehensively for all school employees. Materials relevant to all school purposes should be systematically provided to newspapers; the contributions of speakers on educational topics, bulletins, displays, and the like should be planned to serve definite purposes; appropriate materials for all types of reading and listening audiences should be prepared; and the influence of each employee on school and community relations should be recognized through appropriate in-service education procedures.

2. Since the contacts between community agencies and the schools are rapidly increasing, it is apparent that mutual understanding and co-operation are desirable and necessary. All employees of the schools must share in the development of inter-agency co-operation. At present, only a portion of the school staff has been reached on the problems of school relations with community agencies.

3. School and Home Associations should be encouraged in Winnipeg. Principals should take leadership in the promotion of these associations in their schools, and some person in the central administrative office should be made responsible for assistance with the organizational problems of associations. Room councils should be encouraged within each association, and continuous effort should be made to insure that associations serve their purposes effectively.

4. It appears that considerable improvement in the educational program can be made through the greater utilization of community resources to vitalize the curriculum and instructional materials. This can be greatly facilitated by the central administrative office which should accept responsibility for promoting the use of community resources and for co-ordinating the activities in the different schools. The improvement of the curriculum to permit in larger degree the study of the problems of community living is discussed in the sections dealing with the curriculum.

VII. Staff Personnel

Twenty-two recommendations concerning the teaching and noninstructional personnel are submitted for the improvement of personnel administration in the schools of Winnipeg. These recommendations pertain to the following areas: recruitment and the preparation of teachers; selection and appointment services compensation and standards of living; teacher appraisal, load, and tenure; health and working conditions; instructional development; and problems of the noninstructional personnel.

In the area of recruitment and the preparation of teachers it is recommended (1) that the Winnipeg School System and the Department of Education of the Province of Manitoba explore the possibilities of attracting more and especially talented persons into teaching; (2) that a more aggressive recruitment policy be adopted by the Winnipeg system in light of the present shortage of qualified recruits and as a method of securing the most competent teachers available; and (3) that definite steps should be taken looking towards the time when all teachers in Winnipeg will have four years of post-high-school pre-service education. As an initial step, it is proposed that a co-operative planning committee representing the schools of Winnipeg, the Provincial Department of Education, the Normal School, and the University of Manitoba be established to plan for higher pre-service standards and for better in-service education after teachers are employed.

In order to improve the orientation of teachers into teaching after selection and appointment it is recommended (1) that the superintendent and his assistants seek to improve their orientation procedures, (2) that the board extend its probationary period from two to three years; and (3) that contracts and notices of transfer be given in May or June of each year, except for the few cases which will constitute definite emergency appointments or transfers.

A commendable salary level and structure have been achieved in the school system. Other needed improvements warrant the recommendations (1) that the pension system be improved as soon as possible to provide an adequate standard of living after retirement; (2) that the compensation program be re-examined during the next five years in terms of (a) the real cost of approved standards of living for teachers, (b) the relationship of standards of living to the size of family being supported, (c) the relationship of on-the-job compensation to the length of the working year, (d) the desirability of a unified "single-salary-schedule" providing similar compensation to elementary- and to secondary-school teachers, and (e) the inclusion in both salary and pension schedules of provisions for the automatic adjustment of schedules to marked fluctuations in the cost of living; (3) that the retirement age for men and women be fixed at a uniform point, preferably at age sixty-five; (4) that the teacher-appraisal plan now in use be studied and improved wherever possible; and (5) that the work schedule of teachers be fixed at approximately one hour per day beyond the pupil day.

Whenever it is possible to do so it is recommended that the working conditions of teachers be improved and that periodic physical examinations

of teachers—perhaps at five-year intervals—be inaugurated at the expense of the board for the protection of teachers and children.

Since the instructional program is the basic task of the school system, it is recommended (1) that an effort be made to define the types of training appropriate to preparation for administrative posts, (2) that principals be given time for the exercise of instructional leadership, and (3) that ways be devised to provide teachers with liberal amounts of time for program development when pupils and classes do not need to be met.

Finally, it is recommended that the reports of the several committees of noninstructional employees be studied by the board and executive officers and acted upon with thoroughness. The proposals in these reports deserve full consideration for they are basic to recommendations made in other sections of the Survey Report.

VIII. The School Curriculum in General

A general statement on the school curriculum was considered by the survey staff essential to the proper solution of the problems of evaluating curricular offerings at the different levels of public education—elementary and secondary—and the special vocational offerings. Accordingly, in this section of the Survey Report, the point of departure was a statement of what constitutes the school curriculum to which all agencies that have responsibility for it would subscribe. All agreed that the curriculum includes all learning experiences of the pupils used by the school to accomplish its educational purposes.

Education is conceived as the process for acquiring desirable ways of thinking, feeling, and acting, the purpose being to develop in the pupils habits, skills, attitudes, knowledge, interests, appreciations, and methods of thinking which they did not have before their education began. Since the period of public education is limited and it is not possible to effect all the changes in the behavior of pupils desired, it becomes necessary for the school to select from all the desirable characteristics those which the school seeks to perfect. These then become the educational objectives of the school.

The following are the objectives accepted by the Provincial Department of Education as basic to the preparation of citizens for living in a democratic social order.

1. The child should learn how to maintain his health at the highest possible level, develop physical and mental habits which promote the health of body and mind, and receive sufficient exercise and recreation to meet his daily needs.

2. The child must develop such fundamental skills in reading, oral and written expression, practical arts, and mathematics as are necessary to carry on the various activities in which he is engaged.

3. The child must develop the ability to take part in the social life, first of the family and school, then of the larger world outside the school.

4. The child must gain a knowledge of those fundamental facts which are essential to an understanding of the physical world in which he lives. He must also learn about the influence of science on human life and gain practice in using scientific methods of thinking.

5. The child should develop the ability to think.

6. The child should grow in his capacity to enjoy beauty and in his appreciation of the best in literature, music, and art.

7. The child should develop recreational interests.

8. As the teacher seeks to attain these ends he should at the same time be teaching the child to understand what are the purposes of life and what values are supreme.

For these objectives to be most helpful to the teachers of the school system, they must be translated into specific terms that clarify the particular goals which are appropriate for each pupil and that he may be reasonably expected to attain. The task of translation must be done by the teacher in order that a clear interpretation of the objectives of the curriculum may be made. In Winnipeg this step has not generally been taken by the teachers. Hence the recommendation is made that each teacher must be helped to translate the general objectives of the curriculum into clear and definite terms which take into account the abilities and needs of the children he is teaching. In order to accomplish this it is further recommended that a systematic plan for study by teachers be worked out to enable them to gain the needed understanding of their pupils and to obtain more adequate information regarding the community and its needs. This requires provisions of time, of guidance, and of study materials.

Other recommendations made by the survey staff are (1) that provisions be made for teachers to receive assistance in planning learning experiences for the curriculum; (2) that efforts be made to provide for longer periods and larger units of instruction both in the elementary and the secondary schools; (3) that further assistance be given to teachers in evaluating the results of their teaching; (4) that the Board of Trustees and the members of the school staff take every opportunity possible to facilitate comprehensive community study of the educational opportunities provided for the children and youth of the district; and (5) that all should co-operate to eliminate features of the community environment which interfere with the education of children and to strengthen and co-ordinate the community institutions and agencies which provide educational opportunities.

IX. Elementary Education

The Core Committee on Elementary Education at the conclusion of its year of study, while holding that the elementary schools in Winnipeg were in a transitional state, nevertheless found evidence of the existence of a

growing understanding of the importance of "interest" and "pupil activity" as essential factors in learning; of co-operative enterprises in school as fundamental in adequate social training; and of the use of informal experiences in classroom, school, and community on the part of teachers. The evidence consists in the increasing use of visual aids of many kinds; of specimens, pictures, and objects in the classrooms; of excursions to places of interest outside the school; of conferences and discussion techniques in instruction; of assembly programs and activities shared with parents and the community; of dramatic presentations in general subject fields; and of the correlation of teaching materials from two or more subjects. As a supplement to regular classroom services for meeting the needs of both normal and exceptional children, adjustment teachers, ungraded classes, visiting teachers, the Child Guidance Clinic and its related agencies, in-service facilities for teachers, and a gradual reduction in class size are increasingly being employed in the elementary schools.

The committee believes that it detects a trend toward schools with a philosophy and practices intended to meet the needs of Canadian society. Although much remains to be done, the objectives of a long-range program call for the development of:

1. The growth of the conception of education as the development of the whole child at his own rate to his own highest capacity in each area of his living and personality.

2. The mastery by teachers of techniques that will provide pupils with learning experiences that have regard for physical, social, emotional, and spiritual values as well as for the acquisition of factual knowledge.

3. The provision of a good physical environment and of adequate equipment and materials to serve a program that fosters great pupil interest and pupil activity and participation at every age level.

4. The cultivation of community relations and community education that will create solid public support, financial and otherwise, for a good program of the type indicated.

The report of the survey staff contains eighty-two specific recommendations for the consideration of central-office administrators, principals, and teachers in their future study of elementary education in Winnipeg. These may be condensed for purposes of brief summary into the following eight recommendations, which chart the course of future progress for the elementary schools.

1. Establish a Supervisory Council as a leadership group that will develop, review, and administer the policies of the Winnipeg Public Schools. The development of such a council will probably lead to the formulation of a systematic plan for faculty study and planning which will make it possible to share the thinking and experience of all members of the faculty.

2. Continue to evaluate the several curriculum areas to see how near they come to achieving the objectives of each area.

3. Improve instructional materials as rapidly as possible.

4. Reduce class size when possible.

5. Improve and expand such services as: (a) visual aids, (b) libraries, (c) programs for handicapped children, (d) pupil personnel services.

6. Improve entrance, classification, and home reporting policies in the kindergarten and elementary grades.

7. Encourage the faculty to search for and utilize improved methods and techniques of teaching through local workshops, faculty meetings, extension courses, university study, and in other ways.

8. Encourage a closer and closer relationship between the home and the school by acquainting parents with the objectives and plans of the school as such plans are related to the home, neighborhood, and community life of every child.

X. Reading and the Language Arts

Reading and the language arts was the only special curricular field selected for intensive study in the survey. This fact may be interpreted as evidence of the importance attached to reading and the language arts in Winnipeg. A committee of twenty-five members representing all levels of instruction from the kindergarten through the senior year of the high school was set up in October, 1947. The committee was divided into subcommittees at four levels, namely, the primary grades, the middle grades, the junior high schools, and the senior high schools. Each of these subcommittees included one or more members interested particularly in one of the following areas: reading, oral expression and speech, written expression including handwriting and spelling, literature, and the library. It was thus possible to study the problems of the various language arts and of literature at the different grade levels, to consider the problems of each sequentially throughout both elementary and secondary schools, and to appraise the adequacy of the facilities of the libraries throughout the school system.

The general committee and its various subcommittees are commended for their excellent work. During the course of the year these committees contributed several hundred pages of data, instructions, and constructive proposals. Their reports are available for use in Volume II for the further study of reading and language-arts problems in the different schools or by subsequent committees that may be organized in this field. Tests were given by the committees in the Autumn of 1947 in reading, handwriting, spelling, language usage, and literary appreciation to pupils in Grades III, VI, IX, and XI.

Analysis of the test results shows that the average scores attained by the pupils in the respective grades differed considerably for the various subjects tested. In reading progress was about normal throughout the elementary grades and significantly above normal in Grades IX and XI. The handwriting of the pupils was somewhat above the norm in the third grade and

somewhat below in the sixth grade. Unfortunately, the ninth-grade pupils ranked on the average no higher than the norm for the third grade and the eleventh-grade pupils barely attained the norm for the sixth grade. The results of the spelling tests were not altogether convincing because the two tests used yielded somewhat different scores. However, from the evidence available, it seems fair to conclude that third-grade pupils do very well in spelling, that the sixth-grade pupils rank about half a year below the norm for the grade, and that the ninth-grade pupils rank above the norm but somewhat below what might be expected in terms of their mental ability. In the tests for the mechanics of expression and literary appreciation given in the eleventh grade the results were normal for the grade, although somewhat below standard in terms of their mental ability.

The foregoing findings disclose that the schools in Winnipeg face a challenging problem in maintaining balanced emphasis upon the various aspects of instruction in the language arts and literature. The low attainments in spelling and handwriting suggest the urgent need of more careful planning and effective teaching in these areas. It appears, therefore, that the time is ripe for vigorous and constructive effort by the staff to adjust instruction more effectively to the varying needs of pupils and to promote increased competence on the part of most, if not all, pupils in the language arts.

Many of the recommendations for the improvement of the work in reading and the language arts are technical and must be read in full in Chapter X to be fully understood and appreciated. Others are non-technical and their import can be readily grasped by lay readers. A few of these are listed to indicate the nature of the special problems which face the staff in improving instruction in the language arts. The following are typical of the latter kind:

1. The size of classes in Winnipeg should be reduced. Thirty-six or more pupils are assigned to more than half of the elementary classrooms of the school system. Until enrolments are materially reduced, especially in classes with retarded pupils, it will be difficult for teachers to adjust their programs in the language arts to the varying needs of individual pupils.

2. The physical environment for teaching in many of the schools is not conducive to good learning and teaching. Many classrooms are unattractive, poorly ventilated, inadequately lighted, and unduly noisy from outside sources. A five-year program should be prepared for the renovation and equipping of elementary and secondary classrooms in harmony with modern school building practices.

3. The enlargement and enrichment of library facilities presents a serious problem in Winnipeg. Library deficiencies and limitations are described pointedly in the report of the Language-Arts Committee in Volume II.

4. The program of testing and evaluation is still in its formative stages. A central agency might be established to define procedures, to acquaint teachers with appropriate aids and techniques, and to provide needed guidance in acquiring competence in this area.

In order to remedy the situation which exists, the recommendation is made that a generous block of time should be reserved for the language arts in the daily schedule in both elementary and secondary schools.

XI. Secondary Education

Secondary education in Winnipeg includes both junior and senior high schools. The problems of these schools and their curricula are considered in Chapter XI of this volume. Basic to the findings and recommendations of this chapter are the reports of the general committee on secondary education and the eight subcommittees on subject fields. The reader is referred to Chapter XI for a complete discussion of the eighty-one recommendations submitted for the improvement of secondary education and to the basic reports which are contained in mimeographed Volumes II and III. In this summary only a very general account of the findings and recommendations of the survey staff can be reported.

The holding power of the secondary schools in Winnipeg is considerably less than that of secondary schools in selected urban high schools in the United States and for all high schools in the United States. The loss is greatest in the tenth and eleventh grades, although the loss in these grades has been reduced since the close of World War II. It is expected that the addition of the twelfth grade and the construction of the Technical-Vocational High School will increase the enrolment in grades X, XI, and XII and make for a greater democratization of secondary education in Winnipeg. While this is somewhat dependent on changes in the curriculum, the tendency is already clearly evident in Canada as it is in the United States and other countries.

Since the administrative problems of principals are treated in Chapter III, the problem of main consideration here is the secondary-school curriculum and its special offerings. The diversion of 68 per cent of all senior high school students into the Matriculation Course which is intended to qualify the student for entrance into the University of Manitoba is no doubt largely responsible for the high percentage of drop-outs in the upper years of the senior high school. Apparently this heavy diversion of students to a purpose which most of them will never achieve is the result of social pressure, desired prestige, the unwillingness of parents to take a chance on their child not having an opportunity to attend the University, and other factors combined. This presents a serious problem of waste in educational effort, since the large majority of these students might have received secondary-school training which would have better fitted them for effective living in Canadian society.

Changes recommended by the survey staff involve the establishment of a core of required subjects or common learnings needed by all students, with allowance for appropriate differentiation based on abilities or needs in those subjects and ample opportunities to students for choice, under advisement by an adequate guidance organization, of work in vocational courses, special fields preparing for advanced work in science, mathematics, foreign languages, etc., or in fields of special talent such as music or art.

A schedule using longer and fewer class periods in the school day is recommended and the superintendent is urged to set up discussions with the proper University authorities for the purpose of developing a type of University Entrance Examination which will test the attainment by the student of certain desirable powers and abilities rather than memory of specialized subject-matter knowledge. It is further recommended that the testing program of the secondary schools be brought into line with their stated objectives.

The major section of the Survey Report on secondary education deals with eight subject fields, and numerous recommendations are made regarding the organization of the subject matter to meet the needs of the students and the use of teaching techniques in harmony with the types of learning involved in the realization of the major purposes of the subject fields. Readers with special interests will find in the report a treatment of the desired content and appropriate teaching technique for social studies, science, mathematics, foreign languages, music, art, physical education, and consumer education.

Other areas in which recommendations are made are the recognition of individual differences, extracurriculum activities, and the junior high school. This division of secondary education is recognized as an institution with its own rights and with certain definite functions to perform. The organization of the junior high school unit some years ago was a forward step in secondary education in Winnipeg.

XII. Practical Arts and Vocational Education

The areas of education designated as commercial education, home economics, and industrial arts are considered within the general scope of practical arts and vocational education. The three areas have certain problems and purposes more or less in common. Local committees studied each of these areas and submitted reports setting forth their problems and needs. All were concerned with four major problems, namely, (a) the contribution which instruction in the practical arts can make to general education and the relation of these subjects to job preparation; (b) the registration of pupils for work in these areas; (c) the adjustment of curricula to fit into the training program to be provided in the new technical-vocational school; and (d) the relationship of the practical-arts subjects to the general guidance program of the schools.

The importance of the practical-arts subjects in general education has greatly increased in recent years as the demands made on the intelligence of a citizen by present-day industrial society have increased. A significant part of the environment of the citizen in urban communities can be classfied as machines, commerce, and technical operations. Since knowledge concerning them has become essential to intelligent living the school must provide instruction that will enable the citizen better to adjust himself to his environment. Pupils who discontinue their formal schooling before graduation from high school will find training in the practical arts helpful in obtaining and holding positions in business and industry. The courses in home economics and industrial arts have vocational values but they are conceived very largely as providing general education. The commercial courses aim more specifically to provide vocational preparation.

The services of public secondary education in Winnipeg will be distinctly enlarged when the recently authorized Technical-Vocational High School is completed. This school, although distinctly concerned with general education, will provide greater opportunities for many pupils who desire to secure occupational preparation while pursuing the opportunities for citizenship training which every member of society requires.

The survey staff has submitted forty-four recommendations for the improvement of the work in practical arts and vocational education. Readers interested particularly in this area of public school education are referred to Chapter XII of the Survey Report (Volume I) and to the reports of the special committees which are published in Volume II. These recommendations deal with many details and technical matters which would not be of interest to general readers and hence are not included in this brief summary.

The Provincial Department of Education completed a new course of study for commercial departments in secondary schools during the year 1947-48. A number of teachers in Winnipeg participated in this undertaking as well as in the work of the subcommittee of the survey which studied the problems and needs of the Commercial Department in the Winnipeg high schools. This department serves the needs of two types of students, namely, those who desire to make their living by using this kind of training and those who desire some commercial training as a part of general education. The commercial departments are overcrowded. This condition probably cannot be greatly relieved until the technical-vocational school is completed and opened. At present commercial education falls short of its possibilities because of restrictions of space and equipment.

The training provided in home economics and in industrial arts is excellent but of the nonvocational type. Extensions will be made in both of these areas with the completion of the Technical-Vocational High School. Some expansions might be made in the offerings in home economics and industrial arts without changing the present objectives. Expansion to include offerings in agriculture as provided in the curriculum of the Provincial Department of Education should be seriously considered.

XIII. Pupil Personnel Services

The pupils enrolled in the schools of Winnipeg are beneficiaries of two services generally provided in schools in urban communities—educational and vocational guidance and the Child Guidance Clinic. Two committees studied the needs of the schools for these services and identified problems requiring solution. Both of these reports are included in Volume II, and the findings and recommendations of the survey staff are presented in Chapter XIII of Volume I.

By educational and vocational guidance is meant the special services of furnishing information, counseling, and adjustment provided by principals, teachers, and special assistants such as counselors, deans, psychologists, physicians, and the like through the schools. Specifically, guidance is defined in Winnipeg as the "professional process of aiding individuals in meeting their problems; in making their choices, plans, and adjustments; and in

undertaking effective self-development and direction." Basic to guidance services is the work of the teachers in observing the school porgress of pupils, in making records of progress, and in reporting the needs of pupils for professional assistance.

Many of the services needed by pupils can be provided by teachers and by administrative officers through general conferences in teaching and in administration. Other services frequently needed and desired by pupils involve special insights and skills which can be provided only by persons with special training, such as those mentioned in the preceding paragraph. These persons administer tests, interpret records, make diagnoses, and supply the technical information and counsel which the students and their parents require, if progress in school and in the pursuits of life is to be successful.

Data submitted in previous chapters regarding the high percentage of withdrawals of students in the secondary schools of Winnipeg prior to graduation provide a convincing reason for the improvement of guidance services. The development of the Child Guidance Clinic is a partial answer to this unfortunate situation. Follow-up studies of drop-outs need to be made and the real cause of the low holding power of the senior high schools in particular ascertained and if possible corrected.

Curriculum changes will no doubt greatly improve the drawing and holding power of the secondary schools. This would prevent many pupils from leaving school prior to graduation, but there would still remain the need for the schools to develop and to improve personnel services of the sort described in this section of the Survey Report.

In the judgment of the committee and the member of the survey staff who worked with the committee, the guidance service has reached the period in its development where the unification and co-ordination of the program in the secondary schools are required. Further progress is retarded because of lack of co-ordination in such fields as (a) the selection and training of guidance personnel; (b) methods of identifying and meeting students' needs; (c) student and counselor time allotments; (d) program content at common levels; (e) relative emphasis on group and indivudual guidance; (f) selection, administration, and interpretation of tests; and (g) placement practices and evaluation of services rendered. In addition, lack of understanding by the various allied services as to their functions and relationships in the whole educational system probably requires that some member of the superintendent's staff should be assigned specific responsibility for the guidance program. It is recommended that a committee on guidance be set up to counsel with the individual suggested in the foregoing sentence. Consideration might also be given to the appointment of a co-ordinator of guidance to organize and administer guidance in the Winnipeg schools and to co-ordinate guidance with other educational services.

The Child Guidance Clinic has three broad objectives, namely, (a) services designed to adapt the machinery of mass education to the needs of individual children; (b) assistance to classroom teachers and administrators in applying principles and techniques of mental hygiene; (c) provision of highly

skilled personnel to cope with serious problems of pupil maladjustment. The Child Guidance Clinic provides one of the most promising services for the pupil personnel enrolled in the schools of Winnipeg.



APPENDIX

SURVEY OF WINNIPEG PUBLIC SCHOOLS

Core Committees and Subcommittees

Organization and Administration (Dr. W. C. Reavis)
Dr. W. C. Reavis will consult with Board officials and others concerned.

Responsibilities of School Principals (Dr. W. C. Reavis)

Dr. E. F. Willoughby (Chairman)	Mr. W. G. Oliver
Mrs. L. F. Laing	Mr. J. M. Scurfield
Mrs. D. M. Lowry	Mr. J. C. Wherrett
Mr. E. H. Morgan	Dr. A. Moore

The School Plant and Its Use (Dr. W. C. Reavis)

Mr. W. A. Martin (Chairman)	Mr. R. H. Avent
Dr. J. C. Pincock	Mr. E. W. Thrift
Mr. J. B. Steele	Mr. C. McFadyen
Mr. R. J. Johns	Mr. C. H. Barbour

Finance and Business Management (Dr. W. C. Reavis)

Mr. F. A. Allden (Chairman)	Mr. J. K. Morton
Mr. W. Gray	Mr. H. Benningen
Mr. J. D. Reid	Mr. W. A. Martin
Mr. L. D. Rankin	Mr. J. B. Steele
Dr. J. C. Pincock	

School and Community Relations (Dr. D. H. Cooper)

Mr. A. V. Pigott	Mr. G. T. MacDonell
Mr. C. A. E. Hensley	Mr. A. Mensforth
Mr. R. Jarman	Mrs. R. McQueen

The Curriculum: Objectives, Learning Experiences and Evaluation (Dr. R. W. Tyler)

Mr. H. McIntosh (Chairman)	Mr. O. V. Jewitt
Dr. R. O. MacFarlane	Mr. G. J. Reeve
Dr. A. Moore	Mr. R. Jarman
Miss B. Lawrie	Mr. W. M. Mutchmor
Miss M. A. Garland	Mr. D. B. Moorhead
Miss E. C. Forrester	Dr. D. S. Woods
Miss M. Horner	Mr. R. J. Johns
Miss I. Robson	Mr. C. K. Rogers
Miss N. George	Mr. H. Potter
Mr. A. H. Hoole	

Elementary Education (Dr. B. L. Smith)

Mr. E. H. Morgan (Chairman)	Miss M. B. McCord
Miss G. Dolmage	Mr. C. E. Abercrombie
Miss E. A. Hinds	Mr. F. D. Baragar
Miss B. Lawrie	Mr. D. B. Moorhead
Miss C. Mass	Mr. D. A. Patterson
Miss A. E. Paterson	Mr. C. W. Wharton
Miss M. L. MacDonald	

Subcommittees—Elementary Education

Classification and Promotions—Evaluation and Reports

Miss C. Mass (Chairman) (Classification and Promotions)
Miss I. Smith
Miss M. Harpley
Mrs. L. B. Coxworth
Mr. F. Davey
Mr. C. E. Abercrombie (Chairman) (Evaluation and Reports)
Miss W. Thompson

Social Studies

Mr. F. D. Baragar (Chairman)
Miss E. R. Dawson
Miss A. Florence
Miss A. E. McKnight
Mr. T. A. Arnason

Arithmetic

Miss B. Lawrie (Chairman)
Miss E. H. Truesdale
Miss B. M. McCord
Miss R. Cartney
Mr. C. W. Wharton

Nature Study

Mr. D. A. Patterson (Chairman)
Mrs. G. I. Keith
Miss M. L. McClellan
Mr. T. E. Babb
Miss M. C. Brown
Miss G. I. Atkins

Health, Physical Education, and Safety

Miss M. L. MacDonald (Chairman)
Miss K. Barr
Miss M. B. Jackson
Miss J. P. McMurchy

Arts and Handicraft

Miss B. M. McCord (Chairman)
Miss E. J. Davis
Miss L. L. Smith
Miss J. Reekie
Miss M. Horner
Miss E. B. Creighton
Miss N. H. George

Kindergartens

Miss A. E. Paterson (Chairman)
Miss E. B. Dolmage
Mrs. E. L. Randolph
Miss M. E. Lyons
Mrs. G. Hill
Miss M. Chapple
Miss M. L. Williams

Visual Aids

Mr. E. H. Morgan (Chairman)
Mr. W. G. Pearce
Mr. J. W. Pankiw
Miss C. E. Forrester

Adjustment Teacher

Miss N. Lush (Chairman)
Miss W. Thompson
Miss M. Daley
Miss R. Matheson
Miss G. McLellan
Mr. T. Arnason
Mr. F. G. Tipping

Subcommittees of Pupil Personnel Services Committee

Child Guidance Clinic
(Includes Psychological Testing and the Remedial Reading Clinic)

Miss G. Dolmage (Chairman)
Miss M. Gilchrist
Miss N. Lush
Miss P. Desjardins

Medical, Dental and Nursing Service

Miss L. MacKenzie (Chairman)
Dr. O. J. Day
Dr. R. Bright
Mrs. P. Henderson
Mr. R. Hobley
Mrs. B. Coxsworth
Miss K. Farr
Miss M. E. Ring

Visiting Teacher and Attendance Officer Service

Miss R. Halford (Chairman)
Miss I. Smith
Miss M. D. Gilchrist
Miss B. Protasiewich
Mr. H. Clissold
Miss B. Woodhall
Mrs. D. McAskill
Mrs. C. Olson
Mr. E. Rayfield

Speech Correction and Lip Reading

Miss P. Middleton (Chairman)
Miss I. French
Miss L. Ellis
Miss A. Meller

Education of Exceptional Children

Miss E. Calder (Chairman)
Miss I. Clement
Miss E. Robertson
Mrs. M. Findlay
Mrs. H. Foster
Mrs. L. Martin
Mrs. H. Fast

Home Tutor Service

Miss R. McDonald (Chairman)
Mrs. C. McLean
Mrs. H. Heckels
Mrs. I. Blackmore

Reading and the Language Arts (Dr. W. S. Gray)

Miss D. Lampard (Chairman 1947)
Miss K. Wilson (Chairman 1948)
Miss G. Robertson
Miss B. Nicks
Miss M. Conway
Mr. A. Pybus

Subcommittees—Language Arts

Primary

Miss G. Robertson
Miss M. Gelley
Miss M. Harpley
Miss M. Johnston

Elementary

Miss B. Nicks
Miss G. McClellan
Miss S. Shack
Miss N. Mooney
Miss E. Hinds
Mr. P. F. Wendeborn

Junior High

Miss K. Wilson
Miss O. Crook
Miss J. Miller
Mrs. S. Miller
Mr. G. Leckie
Mr. C. Wood

Senior High

Miss M. Conway
Miss B. Ross
Miss V. McKay
Miss V. Craven
Mr. H. Bell
Mr. H. Robson

Individuals

Miss P. Middleton
Mr. J. C. Nelin
Mr. D. S. McIntyre
Mr. E. Ridd
Mr. S. Steinman
Winnipeg Schools Adjustment Teachers administered tests

Secondary School Program (Dr. Robert White)

Mr. O. V. Jewitt (Chairman)
Mr. G. J. Reeve
Mr. D. S. McIntyre
Mr. H. E. Snyder
Dr. A. Moore
Mr. A. Muldrew
Mr. G. Florence
Miss F. Lipsett
Miss M. Vant
Miss M. Colpitts
Mr. W. G. Oliver
Mr. D. A. Patterson
Mr. G. E. Whitlaw
Miss O. Armstrong
Miss R. Pybus
Mr. L. A. McIntyre
Mr. L. E. Walker
Mr. W. A. Fyles
Mr. G. M. Newfield
Miss J. Hamilton
Miss E. A. Kinley
Miss B. A. Ross
Mr. R. Jarman

Subcommittees—Secondary School Program

Basic Curriculum

Mr. G. J. Reeve
Mr. O. V. Jewitt
Mr. J. E. Ridd
Mr. L. E. Walker
Mr. F. C. Grusz
Mr. H. E. Snyder
Dr. A. Moore
Miss J. V. Hamilton
Miss B. A. Ross
Miss E. A. Kinley
Miss R. Pybus

Junior High Evaluation

Mr. G. Florence
Mr. V. H. Essery
Mr. W. Sadler

Mathematics

Mr. A. W. Muldrew
Mr. J. Silverberg
Mr. J. G. Johannsson
Mr. V. H. Essery
Mr. D. S. McIntyre
Mr. D. F. Cameron

Foreign Languages

Miss F. Lipsett
Mr. W. A. Fyles
Mr. J. W. Beer
Mr. J. Conaghan
Miss D. Hunt
Miss E. McCord

Science

Mr. D. A. Patterson
Mr. R. W. Kelly
Mr. W. P. Johnson
Miss O. Armstrong
Mr. E. N. Smith
Mr. C. S. Gow

Music

Miss E. A. Kinley
Miss M. Colpitts
Miss M. Horner

Art

Miss R. Pybus
Miss J. Carey
Miss E. George

Social Studies

Mr. W. G. Oliver
Miss M. Vant
Mr. J. W. Chafe
Mr. V. S. Dotten
Mr. R. H. Wellwood
Mr. J. H. Armstrong
Mr. C. S. Simonson

Physical Education

Mr. R. Jarman
Mr. R. C. Green
Mr. A. Currie
Miss E. Gauer
Mr. A. Pyckman
Miss M. Tait

Committee on Extra-Curricular Activities

Mr. L. E. Walker
Mr. R. Jarman
Miss E. Gauer
Mr. W. P. Johnson
Miss M. M. Crawford
Mrs. L. Orlikow
Mrs. C. D. Smith

Individual Differences

Mr. H. E. Snyder
Mr. W. Wall
Mr. F. C. Grusz
Mr. D. Ridd

One committee consisting of Misses M. E. Lamont, L. E. Swanson, Messrs. W. L. Dyker, O. V. Jewitt, G. E. Whitlaw, on the following:

Consumer Education - Mr. G. E. Whitlaw (Chairman)
Family Relationship - Mr. G. E. Whitlaw (Chairman)
Personal Living - Mr. G. E. Whitlaw (Chairman)
Safety Education - Mr. O. V. Jewitt (Chairman)
Sex Education - Mr. O. V. Jewitt (Chairman)

Commercial (Professor R. C. Woellner)

Mr. D. S. Forsyth (Chairman)
Mrs. E. Hay
Miss M. M. Hazelwood
Mr. M. W. Thierry
Miss E. P. Wallace
Mrs. R. J. Lough

Subcommittees—Commercial

Statistics

Mr. G. Newfield (Chairman)
Miss R. Babb
Mr. W. Glover
Miss E. Ross
Miss M. E. Toole

Analysis of Curricula, etc.

Mr. D. S. Forsyth (Chairman)
Mrs. E. Hay
Miss M. M. Hazelwood
Miss J. Avery
Miss M. J. Cadwell
Miss S. Halparin
Mr. A. W. Hudson
Miss G. Neithercut

Teachers

Mr. M. W. Thierry (Chairman)
Mr. L. Borland
Mrs. R. J. Lough

Equipment and Space (Business Machines)

Miss M. E. Owens (Chairman)
Mr. V. L. Davies
Miss F. Kellett

Pupils, Drop-outs, etc.

Miss L. P. Snider (Chairman)
Mr. D. C. White
Miss S. Halparin

Community Relations

Miss J. Rorke (Chairman)
Miss E. Collisson
Mr. W. J. MacNab

Co-ordination

Miss E. Wallace (Chairman)
Miss F. Cheshire
Miss J. S. Douglas

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Miss I. Robson (Chairman)
Miss A. Sproull
Miss O. Krett
Miss M. Lamont
Miss A. Forsyth
Miss N. Skremetka
Miss M. O'Donnell

Subcommittees—Home Economics

Statistics

Miss I. Robson
Miss A. Sproull

Analysis of Curricula and Objectives
Members of Core Committee, and

(a) General Education

Miss M. Stevenson
Miss R. Baird

(b) Vocation Preparation

Miss J. Garrow
Miss M. L. McKerchar

(c) Hobbies or Personal Interests of Pupils

Miss E. Mackenzie
Miss M. C. Johnston
Miss M. Peto

Teachers

Miss A. Forsyth
Miss O. Krett
Miss A. Sproull
Miss M. Pohlmann
Miss L. Swanson
Miss E. Cuddy

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Miss M. Lamont
Miss L. Swanson
Miss M. C. Johnston
Miss F. Midforth
Mrs. L. M. Graham
Mrs. I. Hale

Pupils, Drop-outs, and Graduates

Miss N. Skremetka
Miss M. O'Donnell
Miss E. Humphries
Miss H. Janzen
Miss V. Douglass
Miss S. Schwalm
Miss N. Bruce
Miss J. Garrow

Community Relations

Miss M. O'Donnell
Miss N. Skremetka
Miss E. Maxwell
Miss M. Everall

Co-ordination

Miss O. Krett
Miss H. Baker
Miss A. Forsyth
Miss E. Humphries
Miss J. Janzen
Miss F. Halparin
Miss I. Burke
Miss I. Robson

Evening School

Miss I. Robson
Miss H. Baker
Mrs. D. McLean
Miss M. Stevenson
Mrs. D. Hill

Industrial Arts Education

Mr. S. M. Mutchmor
Mr. H. T. Potter
Mr. C. E. M. Ward

Guidance (Professor R. C. Woellner)

Mr. R. J. Cochrane (Chairman)
Mr. R. T. F. Thompson
Miss E. Flanders
Miss L. Pettingell
Mr. H. C. Knox
Mr. R. Donald
Miss H. Janzen
Miss M. L. Jerrard
Mr. J. C. Love
Miss G. Dolmage
Dr. G. Stephens
Dr. R. A. Pincock
Mr. G. Mark

Subcommittees—Guidance

Pupil Progress

Miss E. Flanders (Chairman)
Mr. R. T. F. Thompson
Mr. F. Grusz
Mrs. R. Robinson
Mr. W. Saunders

Pupil Problems and Needs

Miss G. Dolmage (Chairman)
Miss H. Janzen
Miss E. Humphries
Miss M. Gilchrist
Mr. M. McIvor
Mr. F. Bothe
Mr. R. Rogers

Co-ordination

Mr. R. Donald (Chairman)
Mr. D. Martin
Mr. T. Farenhurst
Miss P. Desjardins
Miss D. Bokofsky

Evaluation

Miss L. Pettingell (Chairman)
Miss M. Jerrard
Mr. W. Donald
Mr. R. T. F. Thompson
Mrs. J. Leckie

Statistics

Mr. H. Knox (Chairman)
Mr. G. Mark
Mr. A. Vopnfjord
Mr. F. A. Anderson

Staff Personnel (Dr. D. H. Cooper)

Miss D. Lane (Chairman)
Miss I. Cumming
Miss A. Gunter

Teaching Staff

Mr. A. F. Brown
Mr. I. G. Arnason

Subcommittees—Teaching Staff

Recruitment and Training of Teachers

Miss H. K. Kinney (Chairman)
Mrs. D. M. Lowry
Mr. G. Florence
Miss R. Whiteside

Instructional Supervision

Mr. L. J. Crocker (Chairman)
Mr. A. W. Muldrew
Mr. D. N. Ridd
Miss B. Lawrie

Physical and Mental Health of Teachers

Miss A. McDonald (Chairman)
Mr. G. H. Warren
Mr. D. S. McIntyre
Miss C. Griffiths
Miss R. Simpson
Mr. T. A. Arnason
Miss D. East
Mr. E. S. Heys
Mr. G. W. Warren
Miss L. Scott
Miss M. Tait

Tenure and Promotion

Mr. A. C. McMurchy (Chairman)
Miss J. Robertson
Mr. G. T. MacDonell
Miss I. Lowe

Selection and Appointment

Mr. H. Robson (Chairman)
Miss S. Shack
Mr. C. S. Gow
Mrs. M. Neilson

Teacher Appraisal

Mr. F. D. Baragar (Chairman)
Miss H. K. Kinney
Miss B. Lawrie
Miss A. Gunter
Mr. W. Sadler
Mr. T. A. McMaster

Teacher Absence, Leave and Salary

Mr. G. Newfield (Chairman)
Mr. A. F. Brown
Miss I. Cumming

Organization of Teaching Staff and Inter-Personal Relations

Miss B. Ashton (Chairman)
Miss D. Allward
Mr. J. C. Wherrett

Working Conditions

Mr. B. Webster (Chairman)
Mr. A. W. Muldrew
Miss P. Maddess
Mr. D. G. Fonseca
Miss R. Crowe

Substitute Teachers

Mr. I. G. Arnason (Chairman)
Mrs. M. Campbell
Miss B. Ashton
Miss E. Edwards
Mr. J. B. Smalley

Retirement Committee

Miss E. Miller (Chairman)
Mr. H. E. Snyder
Mr. W. S. Dunlop

Staff Personnel—Caretaking, Operating, and Building Staff

Mr. C. W. Wharton (Chairman)
Mr. D. Graham
Mr. W. Welsh
Mr. M. W. Stobart
Mr. W. Sutherland
Mr. A. D. Adamson
Mr. R. McConkey

Staff Personnel—Clerical Staff

Miss G. Restall (Chairman)
Miss I. Caldwell
Miss I. Campbell
Miss D. Irwin
Miss S. Monzik
Mr. H. Bennington
Miss F. Baskerville
Miss S. Nelson
Miss R. Henry
Miss B. Baldwin
Miss E. Gwynne
Mr. W. K. Maxwell

Subcommittees—Clerical Staff

Administration and Recruitment

Miss I. Caldwell
Miss J. Fletcher
Miss H. Stothart

Wage Rates and Physical and Mental Health

Miss D. Irwin
Miss A. Newman
Miss K. Kelso

Appraisal and Job Security

Miss F. Baskerville
Mrs. F. McGrath
Miss E. Harris

Work Load, Hours, Responsibilities

Miss S. Nelson
Miss I. Campbell
Mrs. V. Matheson
Mrs. E. Leighton
Miss M. Krychuk
Miss C. Bruce

Promotion

Miss R. Henry
Miss S. Mogk — Miss B. Morrison

Supervision

Miss B. Baldwin
Miss M. Taylor — Miss S. Bogdonov

Organization and Inter-personal Relationships

Miss E. Gwynne
Miss A. Zolna — Miss L. Edwards

Absence, Leaves, Vacations, Retirement

Miss S. Monzick
Miss H. McGregor — Miss G. Blanchard